

*ECEC Legislation***PART IX****SAFETY AND EMERGENCY INFORMATION****Storing of inflammable substances and cleaning agents**

36. Inflammable substances and cleaning agents shall be stored in an area separate from food supplies in a locked cabinet or in a location inaccessible to children.

Inspection by officers of Singapore Civil Defence Force*agency responsible for fire safety*

37. The licensee of a child care centre shall cause to permit officers of the Singapore Civil Defence Force to enter at all reasonable times and inspect any building in which the child care centre is situated.

Fire precautionary measures

38. Every licensee shall cause to ensure that --

- (a) there is a fire emergency plan;
- (b) the written procedure is displayed on a notice board on the premises;
- (c) fire evacuation drills are conducted at least once in 6 months;
- (d) a written record is maintained of all fire drills;
- (e) any apparatus or fire-fighting equipment recommended by the Commissioner of Singapore Civil Defence Force is installed, regularly inspected, maintained and ready for use;
- (f) the staff are conversant with the method of using such equipment; and
- (g) all exits from the child care centre building as well as all passageways and staircases are clear of obstruction at all times.

Emergency information

Released under FOI Act by DOE

39.—(1) Every child care centre shall have a list of emergency telephone numbers which is readily available to the staff and which shall include the telephone numbers of —

- (a) the Singapore Civil Defence Force; *(fire safety agency)*
- (b) ambulance services; and
- (c) the Singapore Police Force.

(2) Up-to-date information for use in an emergency shall be easily accessible at all times and shall include —

- (a) contact information on the nearest source of emergency care and means of transportation thereto;
- (b) home and work addresses and telephone numbers of each child's parents or guardian;
- (c) any special medical information provided by the child's parents, guardian or doctor; and
- (d) any additional information on the special needs of the child, as specified by the child's parents, guardian or doctor, that might be useful in handling an emergency situation.

PART X

FIRST SCHEDULE

Regulations 27 and 28(4)

SPECIFICATIONS FOR A CHILD CARE CENTRE PREMISES

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1. Every child care centre shall be housed on the ground floor of a building unless otherwise approved by the Director. The site of the child care centre shall be located away from main roads and other traffic hazards wherever possible.

2. No swing door shall be installed in any child care centre.

3. The floor shall not be of bare concrete.

4. The floor shall be clean, damp-proof, safe, level, washable and with a non-slip surface.

5. Every child care centre shall have a designated space for activity areas, playing, toilet and bathing facilities, washing, eating, resting, an office, staff rest periods, isolation of sick children, storage of food, beds, bedding, toys, indoor and outdoor play material and equipment and medical supplies.

6. Every child care centre shall have a designated space for the preparation of food and snacks and such space shall be rendered inaccessible to children.

7. Every child care centre shall have a minimum of 3 square metres of usable floor space (excluding service areas) as indoor activity area for each child enrolled, who is older than 18 months of age. Additional space as determined by the Director shall be provided for children who are unable to walk.

7A. Every child care centre shall have a minimum of 5 square metres of usable floor space (excluding service areas) as indoor activity area for each child enrolled, who is aged 18 months or younger. Additional space as determined by the Director shall be provided for children who are unable to walk.

8. Every child care centre shall have access to outdoor play space. Where this is not possible, there shall be additional indoor gross motor activity area. The space provided, both indoors or outdoors, shall be at least 30 square metres or one-fifth of the centre's capacity at 5 square metres per child, whichever is more. The gross motor activity area shall exclude service and children's activity areas.

9. Power points within designated child care centres shall either be raised to a level which is out of children's reach or rendered harmless or ineffective to children.

10. Drains in child care centres shall be covered.

11. Any child care centre which is not located on the ground floor of the building shall have grilles on all windows. Compliance with this requirement may be waived for those child care centres with central air-conditioning, in which case, the windows shall be kept closed at all times when the children are on the premises.

12. Where there are staircases in a child care centre, safety gates shall be installed at both ends of a staircase.

13. Every child care centre shall install equipment to enable it to log on to and access Child Care Link, a computerised web-based system.

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GUIDELINES FOR
INFANT/TODDLER CARE SERVICES

**GUIDELINES
FOR CENTRE-BASED
INFANT/TODDLER CARE SERVICES**

**EARLY CHILDHOOD DEVELOPMENT AGENCY
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SINGAPORE 229469**

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GUIDELINES FOR INFANT/TODDLER CARE SERVICES

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GUIDELINES FOR INFANT/TODDLER CARE SERVICES

PART A: INTRODUCTION

An infant and toddler care service shall offer a nurturing, caring and safe environment for the provision of quality child care for infants / toddlers between two and eighteen months of age. The infant care service shall strive to meet the infant's/toddler's physical, cognitive and psychosocial needs by embracing a philosophical model of a needs-based programme. The attachment relationships, the care-giver's sensitivity and response to the infant's/toddler's needs and cues, and the staff's specialised training form the foundation of an infant/toddler care programme.

The Early Childhood Development Agency (ECDA) regulates and licenses child care centres in Singapore through the Child Care Centres Act (Cap 37A) and the Child Care Centres Regulations (Cap 37A, Sec 19). Infant care centres or centres offering infant/toddler care services are similarly bound by the Act and the Regulations. The guidelines mentioned herein serve as an additional guide for centres offering infant/toddler care services.

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PART B: PHYSICAL REQUIREMENTS

A well-planned and stimulating environment becomes the venue for learning and developmental opportunities. A pleasant environment creates a sense of well-being and purpose for the care-givers, the infants/toddlers and their families.

Infants are also affected by the structural elements such as walls, ceilings and lighting. Ceilings, walls and lights need to be pleasantly co-ordinated. Very young infants spend much time lying on their backs watching their surroundings and exploring with their hands, legs and mouth. Bold colours, patterns and posters, and bare light bulbs can be a source of irritation to especially young infants as these may be overwhelming and over-stimulating.

The infant care environment should be:

- safe
- healthy
- pleasant
- comfortable
- convenient
- child-sized
- designed to be flexible
- encourage movement
- designed to facilitate choice

The following areas must be considered:

1. **Specific Areas & Space Requirements**
2. **Furniture, Fittings, Equipment & Facilities**

1. **Specific Areas & Space Requirements**

1.1 Specific Areas

These specific areas are important considerations when designing a setting for infants/toddlers:

- Rest and napping areas
- Toileting and washing up areas
- Feeding and food preparation areas
- Learning and skill development areas
- Peer play areas
- Storage areas

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1.2 Indoor Space

The group size, the developmental stages and the infants'/toddlers' needs shall determine the amount of space and spatial organisation. The environmental needs of non-mobile infants are different from those of mobile infants, as space becomes a crucial consideration for young infants developing gross motor skills such as crawling and walking. The use of appropriate barriers is necessary for the safety and protection of younger infants. This is also applicable to mixed-age grouping where rough & tumble play is often characteristic of older infants.

1.2.1 The space requirement specified in Table 1 shall apply

TABLE 1:

Age of Children	*Minimum Square Metres per Infant
2 months – 18 months	5

* The minimum space requirement does not include the space for service areas, entrance areas, hallways, passage ways and diaper change areas.

1.2.2 The following requirements shall be adhered to:

- The indoor activity areas for infants/toddlers must be separated from child care children.
- The areas for play, diapering, feeding and napping shall be set up to maximise contact between the caregiver and the infant. These areas shall allow the interaction to be unhurried and quiet.
- Mobile infants/toddlers need sufficient uninterrupted space for exploration and discovery.
- Areas (especially play areas) for non-mobile infants shall be separate from those for mobile infants.
- The napping area shall be physically separate from other activity areas. Partitions or other suitable barricades shall be used to separate the napping area from other areas.
- The premises shall be housed preferably on the ground floor of a building. If this is not so, every level of the premises shall be equipped with diapering, feeding and napping areas

1.3 Outdoor Space

The outdoor space shall have provisions for equipment for large-motor and sensorial play. A separate space is essential for infants to engage safely without interference from older children.

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- The outdoor activity area shall be physically separate from space used by the children in the child care centre. If the play areas are shared spaces, different time schedules for the various age groups shall be observed.
- The outdoor activity area shall be suitably surfaced and well-drained.
- The outdoor activity area shall be equipped with a variety of age-and developmentally-appropriate toys and equipment (not applicable to HDB void deck premises).
- The outdoor activity area shall be enclosed by a barrier (fence, wall or building) at least 1.5 metres high.
- The outdoor activity area shall also have shaded areas.

2 Furniture, Fittings, Equipment & Facilities

The developmental needs of infants / toddlers have an important bearing on the types of furniture, fittings, equipment and facilities used in an infant/toddler care programme. Consideration shall be given to the type, height and size of these elements.

2.1 Play Equipment

- A broad range of equipment shall be available to allow for different types of play such as constructive, gross motor, heuristic, dramatic and social play. Play equipment shall be provided from some of these categories:
 - Art supplies
 - Books
 - Fine motor or manipulative toys
 - Gross motor or large muscle equipment
 - Musical instruments and equipment
- The size of objects and toys are an important consideration as younger infants tend to put things into their mouth. Toys and play equipment shall be age-appropriate, washable, non-breakable, safe and non-toxic.
- Sufficient strollers /rockers shall be provided.

2.2 Feeding Facilities:

- Child-sized chairs and tables shall be provided for older infants.
- High chairs shall have footrests and side and back supports with a facility for latching the food tray firmly.

2.3 Napping Facilities

- A crib/cot with mattress and mattress cover for each infant aged below 12 months; and mattress with mattress cover for each infant aged 13 months and above shall be provided during nap time.
- Cribs/cots shall be of sturdy construction with closely-spaced bars.
- Each crib/cot shall be occupied by only one infant.
- Each crib/cot shall have a firm mattress and it shall be covered with vinyl or similar moisture-resistant material.
- Each infant/toddler bedding shall be used for him/her only. Such bedding shall be replaced when wet or soiled.

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- Cribs/cots shall not limit the ability of staff to see the infant.
- Cribs/cots shall be arranged so as to provide a walkway and work space between the cribs/cots sufficient to permit staff to reach each infant without having to step over or reach over another infant. There shall be at least 0.5 sq. metres space between the cribs/cots.

2.4 Food Preparation Facilities

- Separate facilities shall be provided for food preparation.
- Food preparation utensils and equipment shall not be used for other purposes.
- Sufficient and suitable facilities shall be provided for the sterilisation of milk bottles.
- A refrigerator shall be provided for the storage of baby food, expressed milk, etc. A sink with running water, heating appliances and refrigerator shall be accessible to all staff.

2.5 Toileting & Diapering Facilities

- Sinks with running water shall be provided near the diaper change area at a ratio of one sink for every 10 infants /toddlers aged 18 months and below.
- Sufficient potty chairs shall be provided for the infants / toddlers.
- Toilets, potty chairs and sinks shall be in close proximity to indoor and outdoor activity areas.
- Diapering tables shall:
 - have padded surfaces and shall be covered with washable vinyl or plastic
 - have 4 raised sides at least three inches high
 - be maintained in good repair and safe condition
 - be kept separate from the kitchen/food preparation areas

2.6 Storage Facilities

- The activity areas shall be equipped with low open shelves for toys and play materials.
- Storage space shall be available for :
 - mats
 - cleaning equipment and agents
 - feeding implements

GUIDELINES FOR INFANT/TODDLER CARE SERVICES

PART C: SAFETY, HEALTH, HYGIENE AND NUTRITION

Safety, health, hygiene and nutrition are the basic provisions in an infant/toddler care setting. In group settings and long day care situations, the safety features/measures, health and hygiene practices and provisions for nutrition are critical considerations. The primary goal is to protect and enhance the well-being of infants/toddlers in a safe and healthy environment where they can learn and explore uninhibitedly.

The centre shall provide for a safe and clean environment which is essential for the general health of the infants/toddlers. It shall strive to ensure the hygienic condition of the environment to minimise the risk of bacterial, viral and fungal diseases.

In addition to the requirements stipulated below, please refer to Parts IV, VIII and IX of the Child Care Centres Regulations.

The following areas shall be considered:

1. **Safety Features and Measures**
2. **Hygiene Practices**
3. **Health Practices**
4. **Provision for Nutrition**

1. **Safety Features and Measures**

1.1 The requirements for safety features and measures shall include the following:

Building's/Centre's Premises – Cleanliness, Maintenance and Repairs

- Staff shall conduct daily safety checks of all areas (including outdoor area) regularly to ensure that the environment does not pose a potential threat, harm or danger to the infants/toddlers.
- The floor surfaces and area layout shall be safe for crawling, standing and walking.
- All furniture, fittings and fixtures shall be safely and appropriately constructed for the age group and shall be in good working condition at all times.
- All equipment, materials and toys shall be appropriate for each age group. The centre shall be vigilant of toys with small, removable parts, materials/equipment that are broken/damaged and items painted with/containing toxic substances.

1.2 Fire Precautionary Measures

- Please refer to Part IX, Section 38 of the Child Care Centres Regulations.
- The centre shall also work out a comprehensive evacuation plan to take care of the infants/toddlers during an emergency. In addition, the centre shall have in place a detailed set of evacuation procedures for mobile and non-mobile infants.

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- Other than ensuring sufficient staff during an emergency, the centre may also consider locating the infant area adjacent to the fire escape exit.

1.3 Supervision of Infants/Toddlers

- Infants/toddlers shall be supervised at all times (includes supervision by sight or ear) and shall not be left unattended while diapering, bathing, toileting or napping.
- Sleeping infants shall be placed on their backs rather than on their fronts to ensure that their breathing is not interfered. Any other soft materials that may potentially block the airways such as pillows, blankets, comforters, and bean bag chairs shall be removed.

2. **Hygiene Practices**

2.1 The staff shall observe the following practices:

- Feeding equipment and all surfaces used for food preparation (e.g. utensils and bottles) shall be sterilised after each use.
- Liquid soap shall be used and hands washed under running water
 - before and after diapering
 - before and after preparation of meals and feeding an infant
 - when in contact with bodily fluids such as mucus, urine, saliva or faecal matter
- Disposable paper towels shall be used for drying hands.
- The diapering area shall be disinfected with each diaper change.
- Soiled diapers shall be placed in plastic bags and disposed of in a covered bin, preferably with a step pedal to reduce the risk of contamination.
- Toys used by the infants/toddlers shall be washed daily.

3. **Health Practices**

- Please refer to Part IV of the Child Care Centres Regulations for additional requirements.
- Daily health checks for each infant shall be conducted.

4. **Provision for Nutrition**

4.1 The centre shall ensure the following:

- The centre shall provide food that conforms to the dietary requirements stipulated by the Health Promotion Board.
- The centre shall have an individual feeding plan for each infant/toddler that includes instructions from parents/registered medical practitioners, feeding schedule, milk formulas/breast milk/thawing expressed breast milk, schedule for introducing solid/new food and cups/utensils.

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PART D: STAFFING REQUIREMENTS

The following areas shall be considered:

1. **Staff-Child Ratios**
2. **Levels of Programme Staff and Qualifications**

1 Staff-Child Ratios

- 1.1 The staff-child ratio for infants/toddlers between two months and eighteen months is specified in Table 1. A smaller group size is preferred for the purposes of maintaining quality care and positive staff-child interaction.

TABLE 1

Age of Infant	Maximum Staff-Child Ratio
2 months – 18 months	1:5

- 1.2 Infants/toddlers shall be supervised and under direct visual observation at all times by the staff responsible for them. Infants/toddlers shall not be left unattended under any circumstances.

- 1.3 The staff-child ratio shall be met at all times including arrival, departure and nap times.

2 Levels of Programme Staff & Qualifications

- 2.1 Specialised training is requisite for staff working with infants/toddlers. The knowledge and understanding of infant/toddler growth patterns and developmental needs are critical in providing appropriate care and experiences. Infants/toddlers are largely dependent on adults for their needs. Their physical, cognitive, and psychosocial well-being are determined by the secure and trusting attachments they form with their care-givers.
- 2.2 Provisions shall be made for infant care assistants who have child care experience which does not include working with infants/toddlers, to undergo a two-week orientation period working with a group of infants/toddlers under the constant guidance of an infant educator.

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2.3 The operator shall employ programme staff with the necessary qualifications as determined by the Director of Social Welfare.

2.4 The levels of programme staff and corresponding qualifications as stated in Table 2 shall apply:

TABLE 2:

Programme Staff	Qualifications	Responsibilities
Supervisor	<ul style="list-style-type: none"> Minimum five GCE O' level credits including EL1 or MT, Diploma in Pre-school education – Leadership or its equivalent recognised by ECDA Preferably holds a Certificate in Infant Care and Development or its equivalent recognised by ECDA A valid First Aid Certificate Minimum two years' experience in a pre-school setting 	<ul style="list-style-type: none"> Shall plan and direct the infant care programme Shall be responsible for the staff working with the infant and toddlers
* Infant Care Educarer	<ul style="list-style-type: none"> Certificate in Infant/Toddler Care and Development or the Fundamentals Certificate in Early Childhood Care and Education (with certification in Infant /Toddler Care) or its equivalent recognised by ECDA A valid First Aid Certificate Above 21 years of age Minimum two years experience in a pre-school setting 	<ul style="list-style-type: none"> Shall be primarily responsible for planning and carrying out the day-to-day developmental and care-giving tasks for a group of infants/toddlers Shall attend to the health and safety of the infants/toddlers present. Shall supervise Infant Care Assistants.
* Infant Care Nurse	<ul style="list-style-type: none"> State-registered nurse (SRN) Have attended 16 hours Early Years Development Framework (EYDF) training and attained the EYDF certificate Preferably with Certificate in Infant/Toddler Care and Development or the Fundamentals Certificate in Early Childhood Care and Education (with certification in Infant /Toddler Care) or its equivalent recognised by ECDA 	<ul style="list-style-type: none"> ** Shall be primarily responsible for planning and carrying out the day-to-day developmental and care-giving tasks for a group of infants/toddlers Shall attend to the health and safety of the infants/toddlers present. Shall supervise Infant Care Assistants.
Infant Care Assistant	<ul style="list-style-type: none"> Certificate in Family Day Care or the Fundamentals Certificate in Early Childhood Care and Education or its equivalent recognised by ECDA A valid First Aid Certificate Is above 18 years of age 	<ul style="list-style-type: none"> Shall only work under the direct supervision of the Infant Educarer or Infant Care nurse

* Centres may employ either an Infant Care Nurse or an Infant Educarer. The centre is required to ensure that at least one Infant Educarer or Infant Care Nurse is present in the premises at all times during the centre's operation hours.

** Centres who employ an Infant Care Nurse instead of an Infant Educarer would need to ensure that the Infant Care Nurse undertakes roles and responsibilities similar to that of an Infant Educarer.

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PART E: INFANT/TODDLER CARE PROGRAMME

An infant/toddler care programme primarily focuses on routine care tasks, rituals and play. The care-giving aspect underlying these routine tasks, rituals and play constitutes an important part of an infant/toddler curriculum. The interaction and relationships between the infant/toddler and the care-giver during the routine care tasks and rituals foster the infant's/toddler's learning and development.

The approach to responsive planning shall be based on:

- knowledge of the infants'/toddlers' developmental stages, characteristics and needs
- strengths, interests and needs of individual infants/toddlers and their families
- observation, assessment and evaluation of individual infant's/toddler's development
- the goals of the infant/toddler care programme
- the practical considerations of care in group settings
- the stability and consistency of care

The following areas must be considered:

1. Schedules
2. Care-giving
3. Routines and Rituals
4. Play
5. Discipline
6. Centre-Family Partnership

1. Schedules

- 1.1 The centre shall have a daily schedule organised around each infant's/toddler's routines.
- 1.2 The daily schedule shall have the flexibility to be reviewed and adjusted to accommodate the infants'/toddlers' changing needs and at the same time provide some stability and order to the day.

2. Care-giving

- 2.1 In an infant/toddler care programme, interaction, physical contact and being held are essential to the well-being of infants/toddlers.
- 2.2 Throughout the day, each infant/toddler shall receive much physical contact and individual attention in such ways :

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- Being held
- Gently rocked
- Talked / listened to
- Sung to
- Taken on short walks within the centre's vicinity

- 2.3 The centre shall ensure that the stability and consistency of care are maximised through:
- allocating a primary caregiver to a particular group of infants/toddlers
 - grouping infants/toddlers so that they do not have to change rooms or groups
 - organising staff rosters and shifts to ensure that the same caregivers are available for arrivals and departures.
 - organising staff routines and responsibilities to ensure stability and consistency of care.

3. Routines and Rituals

- 3.1 Routines such as the following provide venues for learning:
- Nappy-changing
 - Toileting, feeding
 - Nap Time
 - Dressing, washing and bathing
 - Arrivals and departures
- 3.2 Routines shall take into consideration cultural and religious differences, family background and social mores.
- 3.3 Families shall be consulted regularly on their infants'/toddlers' needs and routines.
- 3.4 Each infant shall :
- be allowed to form and follow his/her own patterns of feeding, toileting, napping
 - be allowed to nap without any distraction or disturbance from other activities
 - be removed from the sleeping area when awake
 - be given daily opportunities to move freely in a safe, clean, open, warm and uncluttered area.
- 3.5 Staff shall encourage the development of self-help skills (dressing, toileting, washing and eating) as and when the infants/toddlers show signs of readiness.
- 3.6 The centre shall record each infant's/toddler's rituals to help establish security and stability.

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4. **Play**

- 4.1 Care-givers play an important role by creating a conducive and appropriate environment to support the infants'/toddlers' play. The environment must provide opportunities for uninterrupted time, ample space and appropriate materials for free play and shall include the following types of play:

- Sensorimotor play
- Object play
- Heuristic play with objects
- Physically active play
- Constructive play
- Social play
- Symbolic play
- Language play
- Creative play

5. **Discipline**

Please refer to Part IV, Section 17 of the Child Care Centres Regulations for detailed requirements.

6. **Centre-Family Partnership**

- 6.1 Partnership between the centre and family is essential for the infant's/toddler's sense of stability and continuity of care.
- 6.2 Centres shall plan ways in which they can involve and increase participation of families in their programme. Spending time with the families and involving them in the planning process will foster continuity of care and provide stability and security for the developing infants/toddlers.
- 6.3 Centres shall have regular exchange of information/communication with families on their infants'/toddlers' development and routines.

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PART F: ADMINISTRATION AND RECORDS

The following areas must be considered:

- 1. General Administration**
- 2. Health and Safety Records**

1. General Administration

- 1.1 Please refer to Part V, Sections 18, 19 and 20 of the Child Care Centres Regulations for detailed requirements.
 - Records shall be compiled during personal interviews with parents/guardians and updated regularly. Such records shall enable both parents and educators to ensure continuity of care for the development of infants/toddlers.
- 1.2 General information on the infants/toddlers shall include:
 - habits/needs and likes/dislikes
 - daily routines
 - food allergies
 - bowel functions
 - sleeping and eating behaviours
 - comfort devices
- 1.3 The above information shall assist in the development of an individual needs and services plan for each infant/toddler and shall include:
 - feeding plan
 - toilet training plan, if applicable
 - additional services required by the infant/toddler apart from those provided by the centre
- 1.4 The centre shall maintain a daily observation record on each infant/toddler such as those on the infant's/toddler's feeds, naps and bowel movements.
- 1.5 A profile of infant/toddler development shall be maintained.
- 1.6 A log book to record unusual events e.g. accidents/incidents, deviations, etc shall be maintained.

2. Health and Safety Records

- 2.1 The centre shall maintain a set of health and safety policies and procedures which shall include:
 - exclusion of infants due to illness
 - management of accidents / injuries
 - emergency plan and procedures

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- sterilisation of milk bottles and preparation of formulas
- arrangement for feeds/meals
- arrangement for baths
- arrangement for naps
- diaper changing routines
- sanitation routines
- family's involvement in health concerns and education in all aspects of child development i.e. physical, social, etc.
- written menu for each age group (4 – 6months, 7 – 9 months, 10 – 12 months)
- three-monthly record of the height and weight of each child

- 2.2 The centre shall maintain a daily signing in and out of infants/toddlers at the start and end of the programme. This shall include the times of entry and departure from the centre.
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PART III

General
Fire Safety /
Bldg Legislation

FIRE PREVENTION IN BUILDINGS

Fire certificate

- Singapore has a lengthy fire safety act & supporting handbook covering building requirements & requirements for building staff, drills, and evacuation plans. Many of the requirements apply generally for buildings of a particular class (ie those above 9 stories). These include requirements for a fire safety certificate & Company Emergency Response Team.
- The Fire Safety Handbook also contains requirements particular to ECEC (see purple tagged page)

20.—(1) The Commissioner may, by notice in writing, require the owner or occupier of any building subject to this section to apply and obtain a fire certificate from the Commissioner.

[7/2004 wef 10/09/2004]

(1A) The following buildings shall be subject to this section:

- (a) any public building which has an occupant load of more than 200 persons or, if so specified, such other occupant load as the Minister may, by notification in the *Gazette*, specify; and
- (b) any other particular building, or any building in any other class of buildings, designated by the Minister under subsection (1B) to be subject to this section.

[7/2004 wef 10/09/2004]

(1B) Where, in the opinion of the Minister, any fire within any building (whether used as a residential building or an industrial building or otherwise) is likely to be a significant source of danger to the occupants in the building, or to life or property in the vicinity of that building, the Minister may, by order published in the *Gazette*, designate that particular building or a class of such buildings to be subject to this section.

[7/2004 wef 10/09/2004]

(1C) The Commissioner may, pending compliance with any requirements relating to fire safety affecting any part of a building subject to this section, issue a fire certificate in respect only of any other part of the building if he is satisfied that those requirements do not affect the fire safety of that other part of the building.

[Act 14 of 2013 wef 01/09/2013]

(2) No person shall occupy or use any building or part thereof subject to this section or permit the building or part thereof to be occupied or used without a fire certificate authorising such occupation or use.

[7/2004 wef 10/09/2004]

[Act 14 of 2013 wef 01/09/2013]

(3) Such application shall be in accordance with the regulations made under this Act.

(4) Any person to whom subsection (1) or (2) applies who contravenes subsection (1) or (2) shall be guilty of an offence.

(5) In this section —

“industrial building” means any building or part of a building which is used wholly or mainly for —

- (a) the manufacture of goods or materials or the subjection of goods or materials to any process, including any research or development for any manufacturing trade or business; or
- (b) the purposes of any water, gas, telecommunication, electricity or other industrial undertaking, including research and development for any such industrial undertaking;

“occupant load”, in relation to a building, means the number of persons that may safely occupy the building at any one time.

[7/2004 wef 10/09/2004]

Emergency Response Plan

21.—(1) The Minister may, by notification in the *Gazette*, designate any premises or class of premises for which an Emergency Response Plan shall be provided.

[Act 14 of 2013 wef 01/09/2013]

(2) Such Emergency Response Plan shall conform to such requirements as may be prescribed in any regulations made under this Act, and such requirements may differ for different classes of premises.

[Act 14 of 2013 wef 01/09/2013]

(3) The owner or occupier of the premises shall be responsible for the preparation and execution of the Emergency Response Plan, including the distribution of the Emergency Response Plan to the occupants of such premises.

[Act 14 of 2013 wef 01/09/2013]

(4) The owner or occupier of the premises shall organise and conduct evacuation drills on an annual basis or at such frequency or upon such occasion as may be directed by the Commissioner.

(5) Any person who contravenes this section shall be guilty of an offence.

(6) Unless otherwise prescribed under this Act, this Act shall apply to a fire emergency plan prepared before the date of commencement of section 17 of the Fire Safety (Amendment) Act 2013 in like manner as it applies to an Emergency Response Plan.

[Act 14 of 2013 wef 01/09/2013]

Fire safety managers and Company Emergency Response Teams

includes
public
buildings
w/ occupant
load of more
than 200
persons

22.—(1) The Minister may, by notification in the *Gazette*, specify any premises or class of premises in which the owner or occupier of the premises is required to appoint fire safety managers and Company Emergency Response Teams in respect of such premises or class of premises.

[Act 14 of 2013 wef 01/09/2013]

(2) The owner or occupier of the premises shall ensure that the fire safety measures and fire safety practices of such premises comply with the requirements of this Act.

[Act 14 of 2013 wef 01/09/2013]

(3) The fire safety manager and Company Emergency Response Team of the premises shall assist the owner or occupier of the premises in the performance of his duties under this Act.

[Act 14 of 2013 wef 01/09/2013]

(3A) The owner or occupier of the premises shall establish and maintain a Company Emergency Response Team comprising such number of members as the Commissioner may, by notice in writing to the owner or occupier of the premises, specify.

[Act 14 of 2013 wef 01/09/2013]

(4) Any person who contravenes this section shall be guilty of an offence.

Meaning of owner or occupier in this Part

22AA. In this Part, where a building or premises is a building erected on land comprised in a strata subdivision plan approved by the competent authority, references to the owner or occupier of the building or premises shall not include references to the subsidiary proprietors or tenants of any part of the building or premises.

Fire Safety (Premises Requiring Fire Safety Manager and Company Emergency Response

Team) Notification 2013 (/SL/FSA1993-S537-2013?

DocDate=20150701&ViewType=Pdf&_id=20171007041349)

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FIRE SAFETY ACT
(CHAPTER 109A)

2 Definitions

FIRE SAFETY

(PREMISES REQUIRING FIRE SAFETY

Table of ContentsMANAGER AND COMPANY EMERGENCY

RESPONSE TEAM) NOTIFICATION 2013
Fire Safety (Premises Requiring Fire Safety Manager
and Company Emergency Response Team)

Notification 2013
In exercise of the powers conferred by section 22(1) of the Fire Safety Act, the
(/SL/FSA1993-S537-2013?DocDate=20150701#legis)

Minister for Home Affairs hereby makes the following Notification:

Enacting Formula

Citation and commencement

- ☐ 2 Definitions
- ☐ 1. This Notification may be cited as the Fire Safety (Premises Requiring Fire
Safety Manager and Company Emergency Response Team) Notification 2013 and
shall come into operation on 1st September 2013.
- ☐ 3 Premises requiring fire safety manager certified
under regulation 10(5) or (5A) of Fire Safety (Fire Safety
Managers) Regulations and Company Emergency
Response Team

Definitions

premises requiring fire safety manager certified
under regulation 10(5A) of Fire Safety (Fire Safety
Managers) Regulations and Company Emergency
Response Team

- ☐ 2. In this Notification
- ☐ 4 Cancellation
- “certificate of statutory completion” means a certificate of statutory
completion issued under the Building Control Act (Cap. 29), and includes
a certificate of fitness for occupation issued under the repealed Building
Control Act (Cap. 29, 1985 Ed.);

“industrial purposes” means uses within Use Class VII, VIII or IX as specified
in the Schedule to the Planning (Use Classes) Rules (Cap. 232, R 2);

“temporary occupation permit” means a temporary occupation permit issued
under the Building Control Act.

**Premises requiring fire safety manager certified under regulation 10(5) or (5A)
of Fire Safety (Fire Safety Managers) Regulations and Company Emergency
Response Team**

Reset

Get Provisions

3. The following premises are specified to be premises in respect of which the owner or occupier must appoint a fire safety manager certified under regulation 10 (5) or (5A) of the Fire Safety (Fire Safety Managers) Regulations (Rg 3) and establish and maintain a Company Emergency Response Team, in accordance with section 22 of the Act:

- (a) any public building in respect of which is issued a certificate of statutory completion or a temporary occupation permit that —
 - (i) is of 9 storeys or more (including any basement) in height;
 - (ii) is used, constructed or adapted to be used as a hospital;
 - (iii) has a floor area of 5,000 square metres or more; or
 - (iv) has an occupant load of 1,000 persons or more;
- (b) any premises used for industrial purposes and in respect of which is issued a certificate of statutory completion or a temporary occupation permit, and that —
 - (i) has a floor area or site area of 5,000 square metres or more; or
 - (ii) has an occupant load of 1,000 persons or more.

[S 408/2015 wef 01/07/2015]

Premises requiring fire safety manager certified under regulation 10(5A) of Fire Safety (Fire Safety Managers) Regulations and Company Emergency Response Team

3A.—(1) For the purposes of section 22 of the Act, the premises in subparagraph (2) are specified to be premises in respect of which the owner or occupier must —

- (a) appoint a fire safety manager certified under regulation 10(5A) of the Fire Safety (Fire Safety Managers) Regulations (Rg 3); and
 - (b) establish and maintain a Company Emergency Response Team.
- (2) The premises are premises referred to in paragraph 3(a) or (b) —
- (a) that has an occupant load of 5,000 persons or more and —
 - (i) that is of 31 storeys or more (including any basement) in height;
 - (ii) that has a gross floor area of 50,000 square metres or more; or
 - (iii) that has a basement storey with a gross floor area of 10,000 square metres or more; or
 - (b) in respect of which fire safety works are carried out according to a plan using an alternative solution the Commissioner may reasonably determine to be complex.

[S 408/2015 wef 01/07/2015]

Cancellation

4. The Fire Safety (Specification of Premises Requiring Fire Safety Managers) Notification (N 1) is cancelled.

Made this 23rd day of August 2013.

TAN TEE HOW
*Permanent Secretary,
Ministry of Home Affairs,
Singapore.*

[MHA 112/2/030; AG/LLRD/SL/109A/2010/9 Vol. 1]

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Fire Safety (Company Emergency Response Team) Regulations 2013 (/SL/FSA1993-S540-2013?DocDate=20130829&ViewType=Pdf&_id=20170224213206)

DocDate=20130829&ViewType=Pdf&_id=20170224213206)

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as at 03 Jan 2018

FIRE SAFETY ACT

(CHAPTER 109A)

1 Citation and commencement

FIRE SAFETY

Table of Contents COMPANY EMERGENCY RESPONSE TEAM)

REGULATIONS 2013

Fire Safety (Company Emergency Response Team) Regulations 2013

(/SL/FSA1993-S540-2013?DocDate=20130829#legis)

In exercise of the powers conferred by section 61 of the Fire Safety Act, the Minister for Home Affairs hereby makes the following Regulations:

☐ 1 Citation and commencement

Citation and commencement

☐ 2 Definitions

☐ 3 Duties of owner or occupier of specified premises

☐ 4 Functions and duties of CERT

☐ 5 Application

Definitions

2. In these Regulations, unless the context otherwise requires —

“CERT” means a Company Emergency Response Team required to be established under section 22 of the Act;

“Emergency Response Plan” has the same meaning as in regulation 2 of the Fire Safety (Emergency Response Plan) Regulations (Rg 4);

“owner” and “occupier” have the same meanings, respectively, as in section 22AA of the Act;

“SCDF” means the Singapore Civil Defence Force raised and maintained in accordance with the provisions of the Civil Defence Act (Cap. 42);

“specified premises” means any premises or class of premises which are specified in the Fire Safety (Premises Requiring Fire Safety Manager and Company Emergency Response Team) Notification 2013 (G.N. No. S 537/2013).

Reset

Get Provisions

Duties of owner or occupier of specified premises

3.—(1) The owner or occupier of specified premises shall —

(a) establish a CERT for the premises comprising such number of members as the Commissioner may specify under section 22(3A) of the Act —

- (i) on or before 1st March 2014, in the case of premises which, on 31st August 2013, are premises specified in the cancelled Fire Safety (Specification of Premises Requiring Fire Safety Managers) Notification (N 1) and which continue thereafter until 1st March 2014 to be premises specified in the Fire Safety (Premises Requiring Fire Safety Manager and Company Emergency Response Team) Notification 2013; or
- (ii) in any other case, within 6 months after such date as is on or after 1st September 2013 that the premises become specified premises;

- (b) provide the CERT with appropriate equipment to handle any fire incident, gas explosion or leakage, or other similar emergency involving petroleum and flammable materials stored or used in the premises;
- (c) not deploy any person as a member of the CERT unless the person has undergone such training as the Commissioner may specify;
- (d) ensure that the CERT and the members thereof undergo such training and periodic assessments as the Commissioner may specify; and
- (e) if the CERT fails any periodic assessment referred to in sub-paragraph (d), take reasonable steps to ensure that the CERT passes such periodic assessment within such period as the Commissioner may require.

(2) Any owner or occupier of specified premises who contravenes paragraph (1) shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$10,000 or to imprisonment for a term not exceeding 6 months or to both.

Functions and duties of CERT

4. The functions and duties of a CERT for specified premises shall be to —

- (a) assist the owner or occupier of the premises to carry out their duties in relation to the Emergency Response Plan under section 21 of the Act;
- (b) undergo such training and pass such training or periodic assessments as the Commissioner may specify;
- (c) train the occupants of the premises for emergency preparedness;
- (d) conduct initial fire-fighting and rescue operations in the event of fire or other related emergencies at the premises until the arrival of the SCDF fire-fighting crew;
- (e) hand over the fire-fighting operations to the SCDF fire-fighting crew upon their arrival at the premises;
- (f) assist the SCDF fire-fighting crew in the conduct of fire-fighting and rescue operations, if required;
- (g) provide any other assistance as may be required by the SCDF to mitigate the fire or other related emergency; and
- (h) carry out such duties and provide such information relating to emergency planning for the premises as the Commissioner may require.

Application

5. For the avoidance of doubt, these Regulations shall not apply to any Company Emergency Response Team required to be established by the Fire Safety (Petroleum and Flammable Materials) Regulations (Rg 7).

Made this 23rd day of August 2013.

TAN TEE HOW
*Permanent Secretary,
Ministry of Home Affairs,
Singapore.*

[MHA 112/2/030; AG/LLRD/SL/109A/2010/7 Vol. 1]

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Temporary
Change of Use

Use of Sky
Lantern

Portable Fire
Extinguishers

Maintenance of
Kitchen Exhaust
Duct (KED) At
Coffeeshops and
Eateries

Fire Safety
Certificate &
Temporary Fire
Permit

Fire Certificate

Registered
Inspector

FIRE SAFETY

Fire Certificate

Under Section 20 of the Fire Safety Act, the owner or occupier of any public building such as offices, hospitals, shopping complexes, industrial buildings and private residential buildings that fall within the following criteria is required to apply and obtain a Fire Certificate (FC).

Criteria

The Fire Safety (Fire Certificate) (Designated Buildings) Order and Section 20 of the Fire Safety Act contains the following definitions:

a. Public Building¹

- i. has an occupant load of more than 200 persons

b. Industrial Building

- i. has an occupant load of at least 1, 000 persons;
- ii. has a floor area² or site area of at least 5, 000 square metres; or
- iii. exceeds 24 metres in habitable height

c. Private Residential Building

- i. exceeds 24 metres in habitable height; and
- ii. is, or is required to be installed with any of the following:
 - 1. a wet riser system;
 - 2. an automatic fire alarm system; or
 - 3. a sprinkler system.

d. Designated Engineered Timber Buildings

- i. An engineered timber building (whether industrial or residential or used or intended to be used for any other purpose) installed with –
 - 1. an automatic fire alarm system;
 - 2. an automatic sprinkler system;
 - 3. an automatic smoke control system; or
 - 4. any other automatic fire detection or suppression system intended to detect or control a fire automatically.

¹A Public building refers to a building –

- a. used as a hospital or a nursing home;
- b. used ordinarily or occasionally to provide residential care to aged persons or child care for groups of children;
- c. used wholly or mainly as or in connection with a hotel, shop or restaurant; or
- d. where the public or any part thereof or numbers of persons occasionally or regularly assemble for —
 1. civic or social (but not religious or educational) purposes;
 2. entertainment, recreational or sporting purposes; or
 3. business purposes;

²Refers to the total cumulative area of all buildings within the same development/premises.

The FC Scheme ensures the proper maintenance and good working condition of fire protection systems. These systems should be tested in accordance with the relevant codes of practice.

Application

The FC must be obtained within **twelve months** from the issue of either the Temporary Fire Permit (TFP) or the Fire Safety Certificate (FSC), whichever is first obtained.

For new FC applications, owners or occupiers are required to first complete and email the "Information on Fire Certificate" form to SCDF. Please [click here](#) to download the form.

For premises which are renewing their FC, applications shall be made at least two months before the expiry of the existing FC. To download the FC-01 to FC-03 forms, please [click here](#) (under Fire Certificate) to access the downloads page.

[Click here](#) to access our e-services portal to submit electronically.

Our e-services guide can be found [here](#).

Validity

The FC is valid for a period of 12 months, unless otherwise stated.

Fee

Type of Premises	Fee per storey (\$)
Non-Residential	33
Residential	11

Inspections

SCDF will make an appointment with the owner or occupier of a premises for an inspection if required. The owner or occupier will have to arrange for a Professional Engineer and contractor to carry out the pre-testing. All relevant reports and documents must be submitted to SCDF before the inspection date.

Categories of Professional Engineers for Fire Protection Systems

Please refer to this document for more information.

Building Inspections

Every building has to be inspected annually to maintain the integrity of its fire protection systems.

Examples of the items to be inspected are:

- Emergency power supply
- Pressurisation system
- Sprinkler system
- Atrium smoke control system
- Fire alarm system
- Mechanical ventilation for basement
- Wet riser
- Air-conditioning system
- Dry riser
- Voice communication system
- Lift
- Fire Command Centre

Stages of Site Inspections

The site inspection is conducted in three stages:

- Stage 1
 - System operation test during a simulated fire alarm activation
- Stage 2
 - System operation test under secondary power supply by generator.
- Stage 3
 - Testing of individual installations or fire protection systems throughout the building.

If the fire protection systems are in order, the FC will be issued to the applicant. If non-compliances were observed, SCDF will issue a written direction which lists the fire protection systems that needs to be rectified prior to obtaining the FC. Please click [here](#) to go to our downloads page for a reference on what we test during inspections.

The building owner or occupier needs to resolve the matter promptly, as they may render themselves liable to prosecution for occupying a designated building without a valid fire certificate. A follow-up inspection may be arranged to confirm that all the outstanding defects have been rectified.

Revocation

The Commissioner of SCDF may revoke any Fire Certificate where there is:

- a breach of any of the terms and conditions of the certificate;
- any misrepresentation of a material fact in the application for the fire certificate or accompanying plans or documents upon the basis of which the certificate was issued or renewed; or
- knowledge that the fire hazards within the building or part thereof, for which the fire certificate was issued or renewed, have increased without adequate fire safety measures being taken to the satisfaction of the Commissioner.

Penalty

Under the Fire Safety (Building and Pipeline Fire Safety) Regulations, any person who

- without lawful excuse refuses or neglects to do anything which he is required to do;
- without lawful excuse fails to comply with the requirements of any notice served on him under these Regulations; or
- without lawful excuse acts in contravention of any provision of these Regulations,

shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$10,000 or to imprisonment for a term not exceeding six months or to both.

Contacts

For enquiries, please contact the following officers:

General enquiry: 68483258

Residential and Industrial premises

TSO Mr Chay Chong Seng | 6848 1451

MAJ Koh Swee Lian | 6848 1481

Public Buildings

TSO Ms Shamiah | 6848 1421

TSO Mr David Loh | 6848 1449

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FIRE SAFETY

Fire Safety Certificate & Temporary Fire Permit

**Temporary
Change of Use**

**Use of Sky
Lantern**

**Portable Fire
Extinguishers**

**Maintenance of
Kitchen Exhaust
Duct (KED) At
Coffeeshops and
Eateries**

**Fire Safety
Certificate &
Temporary Fire
Permit**

Fire Certificate

**Registered
Inspector**

Background

Fire Safety Certificate

A Fire Safety Certificate (FSC) provides for the safety of the building's occupants. Therefore, owners and their Qualified Persons (QP) whom they have engaged for their fire safety works are required to apply and obtain the FSC before using or occupying the premises. The FSC is only issued after full completion of all fire safety works in the project. Failure to comply with this is an offence under the Fire Safety Act and the owner is liable to court action.

Temporary Fire Permit

A building owner may also apply and obtain a Temporary Fire Permit (TFP) for a limited period to occupy or use the premises, prior to obtaining the FSC. The TFP is only issued on condition that the fire safety works of the project has been satisfactorily completed with very minor outstanding issues left to be complied with. The timeframe to obtain the FSC after issuance of the TFP will depend on the size, type and complexity of the project. Normally, a maximum of 6 months will be granted.

Procedures

■ Pre-Requisites

An application for a FSC/TFP should only be submitted after the plans for the fire safety works of the project have been approved and the works have been fully completed in accordance to SCDF's requirements. An Inspection Certificate issued by a Registered Inspector (RI) is required. Depending on the type of project, 2 disciplines of RIs, a RI (Architecture) and a RI (M & E) may be needed. Owners must engage RIs to inspect and certify the fire safety works of their project before submitting to SCDF their application for a FSC/TFP.

For the appointment of Registered Inspectors, the letter of appointment (RI Appt) is required to be completed by the owner and RI (Company stamp is required if the form is signed by a representative for the owner). If the owner terminates the services of a RI and appoints another RI, then the letter of relinquishment (RI Relq) of the first RI has to be submitted to SCDF as well.

■ Application

After the project is completed, the QP is required to make the application on behalf of the owner. No fee is charged for the application of a FSC/TFP. The FSC application has to be submitted electronically (on-line) through the CORENET system (CORENET e-submission). The documents to be submitted are the FSC form, the CFSW (Certification for Fire safety Works) form and the RI

Inspection Certificates. Other forms of certification that may be required for the processing of the application are to be submitted to FSSD only if specifically requested for after the application has been made.

■ Processing of Applications

Upon receipt of a FSC application through the CORENET system, it will then be processed in FSSD's computer system. FSSD observes a 3-working day timeframe to issue a response upon receipt of an application. All correspondence is done electronically through the CORENET system, including the issuance of the FSC/TFP. Should an application be rejected, the QP will be required to re-submit complying with the instructions. The status of the application can also be checked at the following link after 3-working days :

http://www.scdf.gov.sg/Building_Professionals/E_Services/index.html.

****Note:** Applications may also be selected for an inspection by FSSD. The inspection will normally be carried out within 10 days upon receipt of the application. If there are non-compliances or deviations found during the inspection, the QP is then required to make the rectifications and re-submit the application for FSC complying with the outstanding items.

Owners of premises are required to carefully keep their Fire Safety Certificates once it has been issued because they are required for future reference and may also have to be produced during checks made by SCDF staff.


Please note that owners of premises who intend to install LPG manifold systems in their premises, they must first ensure that FSC has already been obtained for their premises. They can then proceed to submit plans to seek approval and obtain FSC for such LPG installation.

****Note:** RI's Inspection Report must be submitted together with the RI's inspection certificate (form 1 or 2), when making application for TFP/FSC to SCDF with effect from 15 august 2013

Temporary Building in Construction Sites

No plan submission is necessary for the temporary building in construction sites. The Qualified Person (QP) for the project has to ensure that the temporary building is constructed in accordance with the technical guidelines issued by FSSD on 1 July 1997.

Please click below for a copy of the Technical Guidelines for Fire Safety in Temporary Buildings in Construction Sites (Appendix B).

Technical Guidelines for Fire Safety in Temporary Buildings in Construction Sites (Appendix B). ( 100.24 KB)

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Last updated on 7th Nov 2017

Fire Safety (Premises Requiring Emergency Response Plan) Notification 2013

(/SL/FSA1993-S538-2013?)

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FIRE SAFETY ACT

(CHAPTER 109A)

2 Definitions

FIRE SAFETY

Table of Contents (PREMISES REQUIRING EMERGENCY RESPONSE PLAN)

NOTIFICATION 2013 Fire Safety (Premises Requiring Emergency Response Plan) Notification 2013

(/SL/FSA1993-S538-2013?DocDate=20130829#legis)

In exercise of the powers conferred by section 21(1) of the Fire Safety Act, the Minister for Home Affairs hereby makes the following Notification:

☐ 1 Citation and commencement

Citation and commencement

☐ 2 Definitions

☐ 1. This Notification may be cited as the Fire Safety (Premises Requiring Emergency Response Plan) Notification 2013 and shall come into operation on 1st September 2013.

☐ 4 Cancellation

Definitions

2. In this Notification —

“certificate of statutory completion” means a certificate of statutory completion issued under the Building Control Act (Cap. 29), and includes a certificate of fitness for occupation issued under the repealed Building Control Act (Cap. 29, 1985 Ed.);

“industrial purposes” means uses within Use Class VII, VIII or IX as specified in the Schedule to the Planning (Use Classes) Rules (Cap. 232, R 2);

“temporary occupation permit” means a temporary occupation permit issued under the Building Control Act.

Premises requiring Emergency Response Plan

Reset

Get Provisions

3. The following premises are designated to be premises in respect of which an Emergency Response Plan must be provided in accordance with section 21(1) of the Act:

- (a) any public building in respect of which a fire certificate under section 20 (2) of the Act or a public building certificate under regulation 3(6) of the revoked Building Control (Public Building) Regulations (Cap. 29, Rg 11, 1990 Ed.) is issued;
- (b) any premises used for industrial purposes and in respect of which is issued a certificate of statutory completion or a temporary occupation permit, and that —
 - (i) has a floor area or site area of 5,000 square metres or more; or
 - (ii) has an occupant load of 1,000 persons or more.

Cancellation

4. The Fire Safety (Designation of Premises Requiring Fire Emergency Plan) Notification (N 2) is cancelled.

Made this 23rd day of August 2013.

TAN TEE HOW
*Permanent Secretary,
Ministry of Home Affairs,
Singapore.*

[MHA 112/2/030; AG/LLRD/SL/109A/2010/8 Vol. 1]

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Emergency Response Plan

FIRE SAFETY

Emergency Response Plan

Background

What is the rationale to convert existing Fire Emergency Plan (FEP) to the Emergency Response Plan (ERP)?

- The Fire Emergency Plan (FEP) is a plan that contains information on the types of fire safety measures that are provided in designated premises and includes floor layout plans and fire evacuation procedures. Currently, all public buildings are required to formulate a FEP for their building. Buildings that require the appointment of FSM however, not only need the FEP but also the In-Place-Protection (IPP) plan and Arson Prevention Plan (APP). The FSM is also required to conduct Table Top exercises annually.
- The ERP on the other hand is a more comprehensive plan that integrates all the plans (FEP, IPP and APP). The inclusion of other fire-related emergencies like CBRE attacks is dependent on the risk level of their premises. Essentially, the ERP will outline response procedures to all the different types of fire and fire-related incidents (inclusive of mass casualty incident) in the building and stipulate the relevant actions to be taken to protect and evacuate people in the building under different emergency scenarios.

Emergency Response Plan (ERP) Template with Guidelines (DOCX, 1,564KB)

Premises requiring an ERP

1. Public building

Public building having an occupant load of more than 200 persons in which a Fire Certificate is issued. Example, office buildings, shopping centres, hotels, hospitals, place of public resort, etc.

2. Industrial premise

Industrial premises which require a FSM and satisfy any of these criteria:

- Floor area or site area of at least 5, 000 square metres
- Occupant load of at least 1, 000 persons

Table-Top Exercise (TTE)

Table-Top Exercise (TTE) is a scenario driven exercise for the participants to derive solutions to likely scenarios of emergencies in the building.

Premises requiring a TTE

Any premise requiring Fire Safety Manager will be required to conduct TTE.

Duties of owners or occupiers


- To prepare the ERP within 6 months from the commencement of the Fire Safety Amendment Act.
- To prepare the ERP in accordance the guidelines issued by SCDF.
- To form a Fire Safety Committee to plan and conduct fire safety programmes including fire evacuation drills and table-top exercises.
- To review and update the ERP annually.


Conducting of evacuation drills and table-top exercises


2 evacuation drills and 2 table-top exercises are required to be conducted annually. However, for those premises which do not require the appointment of FSM, only 2 evacuation drills will have to be conducted annually.


Guidelines on Evacuation Planning, Table-Top Exercise and Arson Prevention Plan


For further enquiries on Emergency Response Plan (ERP), please contact WO Soo Keat / WO Zulkafli at 68483259 / 68483562. All the files are in PDF format.

Guidelines on Evacuation Planning (, 106.08 KB)

Evacuation Guideline - 8th to 30th Storey (, 175 KB)

Evacuation Guideline - 8th Storey Below (, 154 KB)


Evacuation Guideline - 30th Storey Above (, 178 KB)


Evacuation Guideline - Ind Premises (, 148.61 KB)


ERP - Charts and Record Sheets, etc


1. Standard Announcements (, 10.22 KB)
2. Annex A - Model Fire Instruction Notice for Staff for a Building Adopting Phased Evacuation (, 17.85 KB)
3. Annex F - Evacuation Drill Record Sheet (, 13.01 KB)
4. Annex H - Floor Register (, 13.11 KB)
5. Annex I - Building Evacuation Status Chart (, 12.74 KB)


Guidelines on Table-Top Exercise (, 70.18 KB)

Guidelines on Arson Prevention Plan (, 478.16 KB)

Presentation Slides on the Concept and Guideline on IPP for Non-Residential Buildings (, 1.87 MB)

Sample of IPP Plan for Non-Residential Buildings (, 232.65 KB)

Use of lifts for evacuation of building occupants – Speaker : Mr Randy Tan (, 5.06 MB)

Fire Safety Requirements For Persons with Disabilities (, 512.58 KB)

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Last updated on 8th Mar 2017



(c) Custodian Care Facility

Custodian Care Facility is a building or part thereof, used for the housing of persons who, because of age, or physical or mental disabilities, are unable to care for their self preservation and safety. Such buildings shall include nurseries for children under 6 years of age and institutions for the mentally disabled.

- (i) Nurseries, including Childcare Centres, Kindergarten, infant care, if located within a building of mixed use, shall be compartmentalised from other spaces and occupancies by walls and doors having at least 1-hour fire resistance rating.

Where such facilities are located on the 1st storey, they shall be provided with direct access to the exterior of the building, and if located on the upper storey shall be sited adjacent to an exit staircase with direct dedicated access through smoke-stop lobby to the staircase (minimum one exit staircase) or direct access without passing through the common areas to the exit staircase.

The requirement on the provision of fire compartmentation will not apply to any nursery, including Childcare Centres, Kindergarten, Infant Care that is located within a building protected by an automatic sprinkler system.

- (ii) Institutions for the mentally disabled shall be designed with each storey having an area of refuge in accordance with Cl.1.2.4 and Cl.2.5.3. Fire safety requirements under Cl.2.5.1(a)-Hospital, shall be fully complied with, except Cl.2.5.1(a)(v) on Provision of escape bed-lift and Cl.2.5.1(a)(ix) on Staircase landing width/depth.

(d) Supervisory Care Facility

A building or part thereof, used for the housing, on a 24 hour basis, of mental health patients who may be capable of self preservation but require supervision and are receiving therapy, training or other health related care and for whom there may be security measures not under their control.

- (i) Fire safety requirements under Cl.2.5.1(a) - Hospital, shall be fully complied with, except Cl.2.5.1(a)(v) on Provision of escape bed-lift and Cl.2.5.1(a)(ix) on Staircase landing width/depth.

Guide to Setting Up A Child Care Centre



Early Childhood
Development Agency

Early Childhood Development Agency

Child Care Information Line: 6735 9213

Fax: 6735 9216

Email: Contact@ecda.gov.sg

Child Care Link Website: <http://www.childcarelink.gov.sg>

17 July 2017

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PART I : INTRODUCTION

A. ROLE OF THE EARLY CHILDHOOD DEVELOPMENT AGENCY

The Early Childhood Development Agency (ECDA) oversees the setting up of child care centres in Singapore. Individuals who are interested in setting up a child care centre are advised to read this guide thoroughly and contact ECDA for advice, if necessary.

Voluntary welfare organisations (VWOs) or employers who wish to set up a child care centre as a community service or as an employee welfare benefit can contact ECDA for consultation. You are welcome to email us at Contact@ecda.gov.sg or speak to our customer service officers at 6735 9213.

More information on child care services can be found at <http://www.childcarelink.gov.sg>.

Please note that all applications for child care centre licence must be submitted on-line via LicenceOne at <https://licence1.business.gov.sg/>.

B. DEFINITION OF A CHILD CARE CENTRE

The Child Care Centres Act (Cap. 37A) defines a child care centre as:

“any premises at which 5 or more children who are under the age of 7 years are habitually received for the purposes of care and supervision during part of the day or for longer periods.”

C. LEGISLATION GOVERNING CHILD CARE CENTRES

Child care centres are governed by the Child Care Centres Act (Cap. 37A) and Child Care Centres Regulations (Cap. 37A, Section 19).

The Child Care Centres Act (Cap. 37A), Section 4 requires:

- (a) all child care centres to be licensed; and
- (b) all child care centres to comply with standards set out in the Regulations made under the Act, or any other requirements that may be specified by the Director of Social Welfare. The Regulations include the use of Child Care Link by child care centres to make submissions as stipulated by the Director. Please refer to Regulation 42 and First Schedule of the Child Care Centres Regulations.

You are advised to familiarise yourself with the legislative requirements for the development and operation of a child care centre. You may purchase a copy of the Child Care Centres Act and Regulations at:-

Toppan Lee Fung Pte Ltd
1 Kim Seng Promenade
#18-01 Great World City East Tower
Singapore 237 994
Tel : 6826 9691, Fax : 6820 3341

PART II : PROCEDURE FOR SETTING UP A CHILD CARE CENTRE A flow chart on the procedures can be found at Appendix A

A. FINDING OUT ABOUT THE CHILD CARE BUSINESS

1. Visit a few child care centres if possible.
2. Do an initial costing to assess the viability of the business. You may need to consult an accountant on the tax implications of setting up a child care centre. Among the costs you have to consider are:
 - (a) capital costs, such as cost of building, conversion and renovation costs, etc; and
 - (b) operational costs, such as rent, utilities, administrative costs, staff costs, etc.

Appendix B gives a sample format for computing estimated operational costs per child per year.
3. Try to attend a course on early childhood care and education if you are going into the business full-time and do not have any previous training in early childhood care and education. If you are not prepared to attend the course, your involvement in running the centre should be limited only to handling the finance and administration.

B. PRE-REQUISITES FOR SETTING UP A CHILD CARE CENTRE

To set up a child care centre, the applicant must ensure that he/she meets the following pre-requisites:

- (i) The applicant(s) must be above the age of 21 years.
- (ii) The applicant/partners/Directors/Management Committee Members of the applicant(s)'s organisation/company has/have not: -
 - (a) Committed any offence under section 5, 6, 7, 11, 12 or 13 of the Children and Young Persons Act (Cap 38), or any other offence involving child abuse or child neglect;
 - (b) Committed any offence under Part XI of the Women's Charter (Cap 353);
 - (c) Committed any offence under Section 354, 354A, 372, 373, 373A, 375, 376, 376A, 376B, 376C, 376D, 376E, 376F, 376G, 377, 377A, 377B or 509 of the Penal Code (Cap 224).
 - (d) Been convicted in any court of law. If (d) has been selected, please fill up details of conviction.
(Please use the Declaration of Offences form at URL:
<https://www.childcarelink.gov.sg/ccsls/docs/declaration.pdf>)
 - (e) Been issued with a warning letter by the Early Childhood Development Agency / Ministry of Social and Family Development.
- (iii) For current operators, the tenure of licence of your existing child care centres must be at least 12 months. In addition, the centre should not have been issued with a warning letter during the current tenure of licence.
- (iv) The applicants shall comply with requirements such as physical requirements, staffing requirements, administrative requirements and conditions for the extension of Government Child Care Subsidy Scheme to Child Care Centres as approved by the Director of Social Welfare.

Applicants can refer to the Child Care Centres Act and Regulations for the complete set of requirements.

C. CHOOSING SUITABLE PREMISES

1. Decide on the type of premises to be used. The procedure for approval will depend on the type of premises used.

(a) Private Residential or Commercial Premises

Apply to the Urban Redevelopment Authority (URA) for approval for change of use of the premises. (Refer to URA website at <http://www.ura.gov.sg/dc/dcu/childcare.html>)

(b) Housing and Development Board (HDB) Void Deck (Private Operator)

Tender for the HDB void deck premises. Information on release of premises will be published in major dailies. (Refer to <http://www.place2lease.com> for details, and to take part in online bidding for the tender)

(c) HDB Void Deck (Voluntary/Non-profit making Organisation)

ECDA will invite Voluntary/Non-profit making Organisations to take part in Open Selection Process (OSP). (Refer to Child Care Link portal at <http://www.childcarelink.gov.sg> under 'Announcements')

(d) HDB Commercial sites (e.g. shophouses)

All centres situated in commercial sites owned or sold by HDB must obtain approval of change of trade from HDB.

(e) Industrial premises (Business 1 / Business Park)

The National Environment Agency (NEA) has advised that as General industrial (Business 2) premises include general industries which are permitted to use and handle hazardous chemicals, flammable materials and/or heavy industrial equipment, these generate air pollutants and wastewater which could affect the health and safety of children. Arising from these concerns, **ECDA will not grant licences for centres situated in Business 2 premises.**

To check on classification of industrial premises of interest, please refer to URA's website: <https://www.ura.gov.sg/uol> (Plans and Maps>>Planning Boundaries)

Centres to be situated within **Business 1/Business Park** premises must obtain advice from the National Environment Agency (NEA). This will be in addition to any required Change of Use obtained from URA. (For more information on NEA's advice, please contact NEA's Central Building Plan Department at <http://app2.nea.gov.sg/anti-pollution-radiationprotection/central-building-planning>)

Approval of licences for centres situated in Business 1 /Business Park will be considered on a case-by-case basis. Prior to issuance of licence, centres are required to work with the building management to put in place additional measures for emergency response/ evacuation procedures to mitigate potential additional risks. Prospective operators are advised to set aside additional time (at least 3 more months compared to other types of premises) due to additional clearances/ procedures required.

2. Consider the following factors when selecting your premises:

- (a) the child care centre should be located on the ground floor of the building, unless otherwise approved by the Director of Social Welfare. Written approval from ECDA has to be sought prior to the setting up of the centre should it not be located on the ground floor of the building;
- (b) the structure and layout of the building should be such that it does not pose difficulties in the supervision of children or danger to children;
- (c) if private residential premises are used, the building must be a detached or a pair of semi-detached houses preferably with access to playground facilities; please refer to URA's website for its detailed guidelines at <http://www.ura.gov.sg/dc/dcu/childcare.html>
- (d) if the child care centre is to be sited on rented premises, the lease should be of a sufficiently long period (at least 3 years with an option to renew). To avoid potential problems with landlords, you are advised to obtain the support and approval of the landlord for the use of the premises as a child care centre;
- (e) the location should be accessible to the community it serves, have adequate parking facilities and be away from petrol stations, main roads and other traffic hazards; and
- (f) you may need to assess the demand for child care and the types of services. Some ways to assess demand are to:
 - (i) survey the availability of other child care and related facilities near the proposed premises, e.g. the number of facilities, the capacities and enrolment, etc;
 - (ii) check with parents in the neighbourhood on their needs, such as ages of children requiring care, hours and days per week when care will be needed and types of services required; and
 - (iii) anticipate any problems that may arise within the neighbourhood if the landed residential premises are converted to a child care centre (e.g. traffic flow, noise level) and assess whether you would be able to take measures to reduce or avoid these problems.

3. Assess the space requirements for a child care centre before making the final decision on whether the premise is suitable for childcare. Some considerations are:

- (a) the indoor space should be large enough to accommodate a desirable number of children. The centre's capacity is determined by space for indoor activities. It is computed based on the minimum space requirement per child, that is 3m² of usable floor space, excluding service areas. Any single activity area for children must be able to accommodate no less than 4 children at 3m² per child.

As for infant care, the minimum space requirement per infant is 5m². Similarly, the minimum space requirement does not include the space for service areas, entrance areas, hallways and diapering areas.

- (b) there should be adequate space for service areas such as:
 - (i) separate facilities for washing, bathing and dressing;
 - (ii) kitchen and pantry facilities;
 - (iii) storage facilities for mattresses, bedding, toys, supplies, indoor and outdoor materials and equipment, teaching materials, cleaning agents, inflammable substances, etc.;
 - (iv) office;

- (v) fully enclosed sick bay (a room separate from the activity area of the children) for temporary isolation of unwell children; and
- (c) the child care centre must have access to outdoor play space **and** have an alternative indoor play space. If the centre has appropriate outdoor play space, the indoor play space can double up as teaching and learning space and the space will be computed for capacity. If there is no outdoor play space, the indoor play space area set aside will not be computed for capacity. The space provided, both indoors and outdoors, shall be at least 40 m² or one-sixth of the centre's capacity at 4 m² per child, whichever is more.
- (d) the outdoor playground must be within walking distance from the child care centre, i.e. the children should not cross any vehicular roads to reach the playground. For playgrounds located on different levels, staircases must not be more than 2 flights of steps (maximum 10 steps each), i.e. children should climb no more than 20 steps to reach the playground.

Refer to Appendix C for further details on the physical requirements of a child care centre.

D. CLEARANCES FROM RELEVANT GOVERNMENT DEPARTMENTS

Once you have identified suitable premises for use as a child care centre, the following actions will be required:

1. Apply for Change of Use

Apply for approval for change of use of the premises (if it is not an HDB void deck) from:

Chief Planner
Urban Redevelopment Authority
Development Control Division
45 Maxwell Road, The URA Centre
Singapore 069118

For voluntary/non-profit making organisations and private operators using HDB void decks, ECDA will liaise with relevant authorities and Members of Parliament of the respective constituencies for their approval.

You should also check on the premises' industrial site classification on URA's online Master Plan before submitting any application for new child care centre licence. The Master Plan can be found at <http://www.ura.gov.sg/urapl/master-plan.aspx?pl=View-Master-Plan>

2. Submit Floor Plan

Once approval for change of use is obtained from URA, you should engage the services of a Qualified Person (QP), i.e. normally either an architect or engineer, to incorporate the physical requirements (Appendix C) into the floor plan, which is to be submitted to relevant government departments, e.g. Building and Construction Authority (BCA), URA, Singapore Civil Defence Force (SCDF), etc., for building plan approval.

Get your QP to expedite the building plan submission by submitting the revised floor plan to the following government departments simultaneously:

- (a) Central Building Plan Department (CBPD) for clearance on:

- (i) sewerage works;
 - (ii) environmental health matters;
 - (iii) drainage works;
 - (iv) pollution control;
 - (v) locating within industrial premises (if applicable)
- (b) Land Transport Authority (LTA) for clearance on car park facilities; and
- (c) Singapore Civil Defence Force (SCDF) for clearance on fire safety matters e.g. Fire Safety Certificate. You may visit http://www.scdf.gov.sg/content/scdf_internet/en/building-professionals/fire-safety-permit-and-certification/emergency-response-plan1.html to obtain further information on matters regarding ERP, including information on how to draft an Emergency Response Plan (ERP). You may email scdf_erp_terp@scdf.gov.sg should you require further clarification.
- (d) Get a plumber to seek clearance from the Sewerage Department (Public Utilities Board) for 'sewerage works' when more child-sized toilets and/or child-sized wash hand basins are installed in a given area.

3. **Renovate premises**

Get your QP to apply for 'Commencement of Works' from the Building and Construction Authority (BCA) before proceeding with renovation of the premises. Proceed with the renovation of the premises only when you have obtained approvals for building plan and 'Commencement of Works' from BCA.

Issue of Temporary Occupation Permit/Certificate of Statutory Completion

Request your QP to submit Certificate of Supervision of Building Works and/or Certificate of Supervision of Structural Works (both are BCA forms) to BCA on completion of renovation. If all the requirements are met, the authorities will issue a Temporary Occupation Permit/Certificate of Statutory Completion (TOP/CSC).

E. ***CHILD CARE CENTRE LICENCE/ GOVERNMENT FINANCIAL SUPPORT FOR APPROVED ORGANISATIONS***

1. Register your business with the Accounting & Corporate Regulatory Authority (ACRA) before you apply for the child care centre licence. If you intend to register your business under a sole-proprietorship or partnership, you are required by law to pay your Medisave contributions up to 31 December of the previous year before the business registration and licence can be approved.
2. Submit the application for licence via LicenceOne at <https://licencel.business.gov.sg/>, once your centre has completed renovation and has been issued with the TOP or CSC by BCA.
3. An employer or a voluntary/non-profit making organisation which sets up a child care centre as an employee-benefit or as a community service, can apply for financial support for the development of the child care centre.
4. Upon submission of licence application, you will be notified via email to contact an Early Childhood Officer for a pre-licensing visit. Please ensure that your centre is operationally ready before you arrange for a pre-licensing visit.
5. Child Care licences are issued 14 working days upon complete submission of documents. You will be notified by ECDA.

F. STARTING OPERATION

1. **Please note that your centre should not begin operations nor accept monetary payments until your application for a child care centre licence has been approved.** The Child Care Centres Act (Cap 37A), Section 3 stipulates that:
 - (a) "No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director; and
 - (b) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both."
2. When the licence is approved, you will be asked to attend an operational briefing. The licence will be issued to you upon payment of the licence fees via GIRO.
3. Once the application for child care centre licence is approved, you are also approved to administer the Government Child Care Subsidy Scheme for eligible parents. However, the centre is required to adhere to the condition for extension of Government Child Care Subsidy Scheme to Child Care Centres which can be found at <http://www.childcarelink.gov.sg>.
4. If you wish to transfer licence of the centre to someone else, you need to give parents and ECDA at least 3 months' notice in advance. Please refer to the "Guidelines on Transfer of Licence for Child Care Centres" at <http://www.childcarelink.gov.sg> (under 'Publications'). The new operator should meet the pre-requisites for setting up a child care centre. He/She is required to submit a fresh application for child care centre licence via LicenceOne. The existing licensee will be responsible for the operations until a new licence is issued to the new operator.

PART III : REQUIREMENTS OF A CHILD CARE CENTRE

A. SERVICES TO BE PROVIDED

Hours of Operation

1. A child care centre should be open throughout the year except on Sundays and gazetted public holidays. Centres may observe half-days on the eves of any 3 public holidays. In addition, the centre may close for another 5½ days in a year, of which 2½ days should be used for staff training
2. The normal hours of operation are:

Mondays - Fridays : no later than 7.00 am and close no earlier than 7.00 pm
Saturdays : no later than 7.00 am and close no earlier than 2.00 pm

Note: *Children should not be cared for in the child care centre for more than 24 hours continuously.*

Types of Programmes

The following types of programmes can be provided in a child care centre:

- (a) Full Day Care Programme;
- (b) Half Day Care Programme;
- (c) Flexible Child Care Programme¹; and
- (d) Student Care Programme - For inclusion of Before and After School Care (BASC), please note that the stipulated quota is 10% of the total licensed capacity. Centre is required to seek prior approval from the Agency if it wishes to exceed the 10% BASC quota.

Durations of the above are to adhere to subsidy guidelines for the respective programme types.

Age Range for Admission

- (a) A child care centre primarily caters to pre-school children below 7 years old.
- (b) A child care centre can choose to incorporate infant care into its services.
Infant care caters to children aged 2 to 18 months.

B. PLANNING THE CHILD CARE CENTRE PROGRAMME SCHEDULE AND MEALS

Daily Programme Schedule/Time Table

The centre operator should incorporate educational programmes which are suitable for the various age groups. The daily programme schedule must be oriented towards enhancing the physical, social, intellectual and emotional development of children. It is essential to outline the philosophy of care and method of operation in a written programme statement. An important part of the centre's philosophy of care should also include the encouragement of "parent-involvement" activities in the centre. The centre should adopt MOE's curriculum framework and guides to plan and develop appropriate curriculum and assessment to support and promote children's learning and development. (Centres referencing alternative curriculum frameworks should ensure proper documentation.)

¹ Minimum programme hours for Flexible Child Care Programme are 12 hours a week and 3 hours per session.

Meals

Centres are encouraged to provide meals that meet the requirements of the Health Promotion Board (HPB). For more information, please log on to www.hpb.gov.sg

C. STAFFING REQUIREMENTS TO BE COMPLIED WITH FOR NEW LICENCE APPLICATION

Levels of Programme Staff and their Qualifications

The staffing of a child care centre is crucial. Programme staff must meet the basic qualifications and should be suitable in terms of age, health, personality, knowledge and experience in child care.

The specifications for child care centre staffing must be strictly adhered to:

1. For a start, a child care centre **providing only child care services for children aged above 18 months to 6 years 11 months** is required to meet the following minimum staffing:-
 - a. To have a qualified trained principal who meets the following requirements:
 - Trained at Diploma in Pre-School Education Leadership (DPE-L) / Diploma in Early Childhood Care & Education – Leadership (DECCE-L) level
 - Certified² by ECDA as a Level 2³ teacher
 - Holds a valid first aid certificate recognized by ECDA
 - Has at least **2 years teaching experience** in a pre-school setting
 - b. To have at least 1 programme staff who is certified by ECDA as a Level 2 teacher
 - c. To have at least 2 programme staff who are certified by ECDA as a Level 1⁴ teacher/ educator
2. A child care centre **providing both infant care (aged 2 months to 18 months) and child care services for children aged above 18 months to 6 years 11 months** is required to meet the following minimum staffing:-
 - a. To have a qualified trained principal who meets the following requirements:
 - Trained at Diploma in Pre-School Education Leadership (DPE-L) / Diploma in Early Childhood Care & Education – Leadership (DECCE-L) level
 - Certified by ECDA as a Level 2 teacher
 - Holds a valid first aid certificate recognized by ECDA
 - Has at least 2 years teaching experience in a pre-school setting
 - b. To have at least 1 programme staff who is certified by ECDA as a Level 2 teacher
 - c. To have at least 1 programme staff who is certified by ECDA as a Level 1 teacher/ educator

² For staff who have yet to be certified, centre can submit their applications on-line at ONE@ECDA (www.one.ecda.gov.sg) together with supporting professional, academic and language qualifications.

³ Level 2 (L2) teachers may be deployed to teach at any level (Pre-Nursery/ Nursery/ K1 /K2)

⁴ Level 1 (L1) teachers / educators may only be deployed to teach pre-nursery and nursery classes

- d. To have at least 1 programme staff who is trained at EY1/ Certificate in Infant/Toddler Care (CITC) level/ State Registered Nurse (SRN) with Early Years Development Framework (EYDF) certificate
3. A child care centre providing **solely infant care (aged 2 months to 18 months) services** is required to meet the following minimum staffing:-
 - a. To have a qualified trained principal who meets the following requirements:
 - Trained at Diploma in Pre-School Education Leadership (DPE-L) / Diploma in Early Childhood Care & Education – Leadership (DECCE-L) level
 - Certified by ECDA as a Level 2 teacher
 - Holds a valid first aid certificate recognized by ECDA
 - Has at least 2 years teaching experience in a pre-school setting
 - b. To have at least 3 programme staff who are trained at EY1/ Certificate in Infant/Toddler Care (CITC) level/ State Registered Nurse (SRN) with EYDF certification
4. For applicants who take over an existing centre, the minimum staffing to meet licensing criteria will apply and the applicant must ensure that there are sufficient trained teachers to meet trained programme staff-child ratios, should there already be children enrolled in the centre.
5. Every child care centre should employ qualified/experienced teachers who are certified as L1 / L2 level. Concrete plans must be made to send untrained staff for training at appropriate levels.
6. From April 2013, the following requirements are introduced into the licensing criteria:-
 - * All teachers teaching K1 and K2 must be certified at L2 level.
7. Every child care centre should employ sufficient trained programme staff to meet the Agency's stipulated programme staff-child ratios at all times.
8. Every child care centre should ensure that there is at least a staff trained in first aid at all times during the centre's operational hours.
9. Every child care centre should ensure that there is a minimum of two staff, of whom at least 1 is a programme staff, on the premises when there is any child present in the centre.

Trained Programme Staff-Child Ratio

Table 1: Programme Staff-Child Ratio

AGE OF CHILDREN	PROGRAMME STAFF-CHILD RATIO
2 months – 18 months	1:5*
Above 18 months – 30 months	1:8
Above 30 months – 3 years	1:12
Above 3 years – 4 years	1:15
Above 4 years – 5 years	1:20
Above 5 years – below 7 years	1:25

* Centres may employ either a State Registered Nurse (SRN) or a trained Infant Care Educarer. Centre is required to ensure that at least one SRN or trained Infant Care Educarer is present at all times during the centre's operating hours.

AGE OF CHILDREN	PROGRAMME STAFF PLUS PARA-PERSONNEL STAFF-CHILD RATIO
Above 18 months – 30 months	2:12
Above 30 months – 3 years	2:18
Above 3 years – 4 years	2:20
Above 4 years – 5 years	2:25
Above 5 years – below 7 year	2:30

1. When computing the number of programme staff required, only programme staff performing child care services, such as the child care teachers, educarers and para-personnel should be considered. Administrative and auxiliary staff such as cooks, cleaners, etc., should be excluded from the computation.
2. Where mixed age grouping is practised, the programme staff-child ratio for the youngest children in the group should be adopted.
3. Centres are required to have teachers certified at L1/L2 level for children above 18 months to 7 years during programme hours (from 9am to 5pm). Centres with infant care services are required to have a certified EY1/EY2 infant care educarer or a CITC-trained staff or a State Registered Nurse at all times (from 7am to 7pm).
4. You should also take into consideration coverage of work for staff on medical or vacation leave or training.
5. The staffing requirements will depend on the age groups catered for, proposed number of children and the number of trained staff for each age group. If you plan to admit infants aged from 2 months to 18 months, additional programme staff is to be employed. State Registered Nurses or Infant Care Educarers are to be employed for infant care.

Teacher Certification

Child care centres wishing to send their staff for teacher registration are required to submit their applications on-line at ONE@ECDA (www.one.ecda.gov.sg) together with supporting professional, academic and language qualifications.

More information on the approved teacher-training courses, first aid courses and the training route for child care centre personnel can be obtained from <http://www.childcarelink.gov.sg> (under 'Quick Links for Operators').

Schemes Of Service

1. Salaries should commensurate with qualifications and job responsibilities.
2. When working on the schemes of service, other related areas which need to be looked into are:
 - (a) hours of work; }
 - (b) staff annual leave; }
 - (c) medical & hospitalisation benefits; }
 - (d) job descriptions; }
 - (e) conditions for termination of service, training, etc.; }
 - (f) other benefits or conditions. }

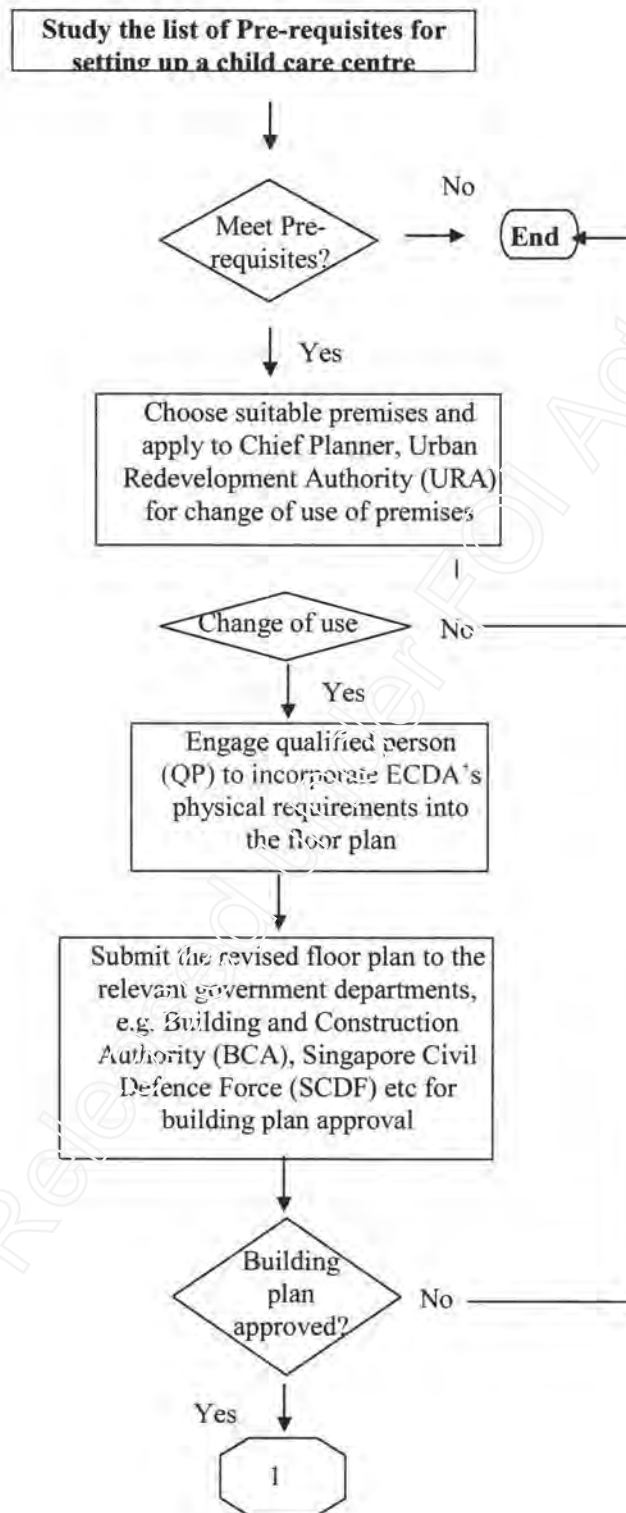
Health Clearance for Staff

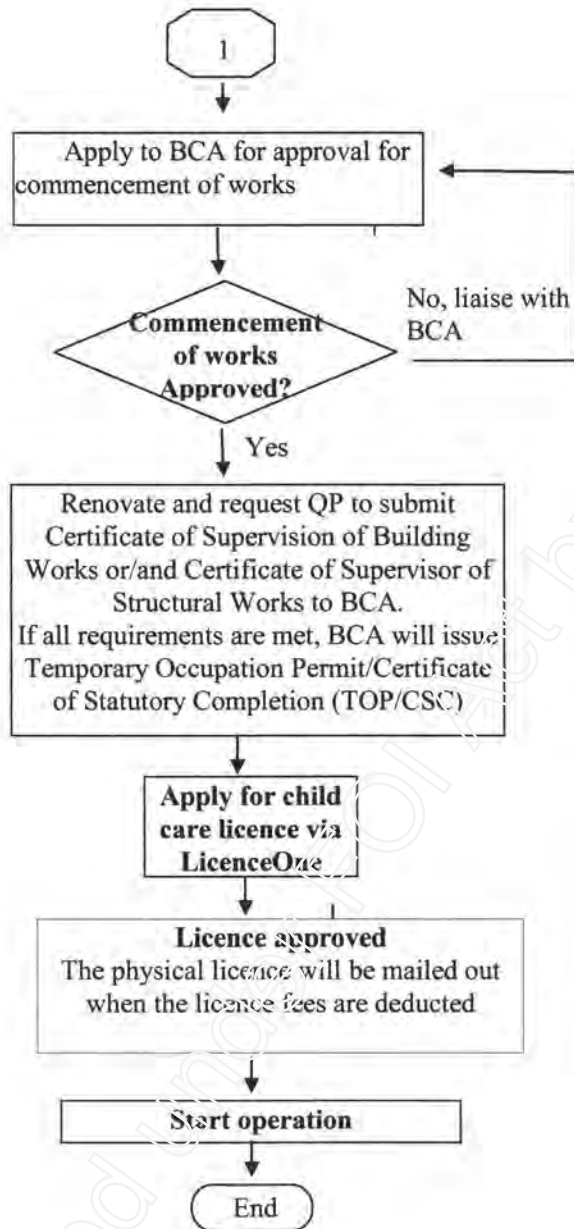
All child care centre staff must undergo a pre-employment medical examination and should be medically cleared before joining the centre (please refer to our pre-employment medical form to: https://www.childcarelink.gov.sg/ccfs/docs/medical_report.pdf). The types and frequency of medical clearances for child care personnel is at Table 3.

Table 3: Types and Frequency of Medical Clearances for Child Care Personnel

MEDICAL CLEARANCE	FREQUENCY
(a) General physical examination	Once only
(b) Chest X-ray	Before employment
(c) Vaccination against measles, rubella and varicella	No. of doses to be advised by doctors depending on the patient's history
<i>* staff who have been infected with measles, rubella and varicella / received immunization for these diseases are not required to be vaccinated for the diseases.</i>	
<i>** Staff who have not been infected / not received immunization for measles, rubella and varicella may undertake a serological blood test to test the presence of antibodies or receive immunization without undergoing serological blood test.</i>	
(d) Fit for employment	Before employment

**PROCEDURE FOR SETTING UP A CHILD CARE CENTRE
AT PRIVATE PREMISES**





Note: 1. Relocation of existing child care centre

If you intend to move your child care centre to alternative premises after starting operations for some time, you would need to inform the parents and Early Childhood Development Agency at **least 6 months in advance** of the plan to shift. After this, step 2 of the above procedure onwards would need to be followed, i.e. choose suitable premises.

2. Setting up of another branch

If you intend to set up another branch, you would need to start from step 1 of the above procedure, i.e. study the list of pre-requisites for setting up a child care centre.

Appendix B

**FORMAT FOR COMPUTING ESTIMATED OPERATIONAL COSTS
PER CHILD PER YEAR**

OPERATIONAL COSTS	AMT PER MTH [\$(Y)]	AMT PER YR [\$(Y) X 12 MTHS = \$(Z)]	AMT PER CHILD PER YR [\$(Z)/CENTRE'S CAPACITY]
Expenditure on Manpower ♦ Salaries ♦ Bonus Rent & Conservancy Charges Public Utilities Meals General Supplies (e.g. teaching materials, office/household supplies, toiletries etc) Programme Staff Training Others (e.g. repairs, telephone charges, insurance etc)			
TOTAL			

NOTE: Please refer to Table 2 for the estimated minimum number of programme staff required for a child care centre. The number serves only as a guide. In computing the final programme staff requirement, the ages of children, the programme staff-child ratio and the groupings of children will have to be taken into consideration.

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PHYSICAL REQUIREMENT OF A CHILD CARE CENTRE

The specifications for child care centre premises and the hygiene and environmental health requirements which are spelt out in the First and Second Schedules of the Child Care Centres Regulations (Cap 37A, Sec 19) must be strictly adhered to.

Please refer to "Guidelines for Centre-based Infant/Toddler Care Services" at <http://www.childcarelink.gov.sg>, should the centre wish to incorporate infant care as part of the child care programme.

Specification for a Child Care Centre Premises

1. The selected premises for the child care centre should ensure that the safety and well being of children are not compromised and measures such as children's evacuation are in place in the event of a fire. Please consult the Agency if you need clarification with regard to the suitability of the premises or set up of the child care centre by calling 6735 9213 or visit our website at www.ecda.gov.sg
2. Every child care centre should have a designated space for activity areas, playing, toilet and bathing facilities, washing, eating, resting, an office, staff rest periods, isolation of sick children, storage of food, beds, bedding, toys, indoor and outdoor play materials and equipment, and medical supplies.
3. Every child care centre should have a designated space for the preparation of food and snacks and this should be made inaccessible to children.
4. Every child care centre shall have a minimum of 3m² of usable floor space (excluding service area) as indoor activity area for each child enrolled. Additional space as determined by the Director of Social Welfare shall be provided for children who are unable to walk yet.
5. For infant care centres at least 5m² floor space area should be provided for every infant/toddler. This requirement does not include space for service areas, entrance area and diaper changing areas.
6. Every child care centre should have at least one air-conditioned room equipped with air-cleaner or an add-on air filter to accommodate children who may develop health problems due to haze.
7. Every child care centre shall have access to outdoor play space. The outdoor playground must be within walking distance from the child care centre, i.e. the children should not cross any vehicular roads to reach the playground. For playgrounds located on different levels, staircases must not be more than 2 flights of steps (maximum 10 steps each), i.e. children should climb no more than 20 steps to reach the playground. In addition, the centre needs to identify an indoor play space which can double up as teaching and learning space.
8. If there is no outdoor play space, the indoor play space area set aside will not be computed for capacity. The space provided shall be at least 40 m² or one-sixth of the centre's capacity at 4 m² per child, whichever is more.

Sanitary Facilities

1. Pedestal child-sized flush toilets and child-sized wash hand basins have to be provided according to the ratios stipulated in Child Care Centres Regulations. Toilet facilities are to be provided at every floor of the child care centre premises. One adult-sized toilet should be provided where there are 20 or more staff employed.
2. The child-sized wash hand basins should be fixed at a height approximately 500 mm to 600 mm from the floor.
3. The flush toilets should not exceed a height of 350 mm (measured without seat from the floor).
4. Internal walls of toilet blocks must be lined with glazed tiles to a height of at least 1.5 m. The wall behind and above wash hand basins and sinks must be lined with glazed tiles to a height of not less than 450 mm.
5. Toilets are to be separated by partitions that are at least 1 m high.
6. Mirrors of suitable size are to be fixed to the wall above the child-sized wash hand basins.
7. Liquid soap dispensers are to be mounted on the wall next to wash hand basins at the ratio of one dispenser to every two wash hand basins.
8. Hand-drying facilities, preferably single use disposable towels are to be installed near wash hand basins.
9. Toilet paper holders should be within easy reach of children.
10. Bathing facilities (including water heater) are to be provided for children.

Sanitary Facilities for Infant/Toddler Care

1. Separate facilities for changing diapers and dressing area to be provided for infants & toddlers.
2. Sinks with running water are to be installed next to the diaper changing area with 4 raised sides of at least 3 inches high at a ratio of one sink to every 10 infants.
3. Sufficient potty-chairs are to be provided for infants & toddlers.

Safety Requirements

1. Children should not have access to anything that would endanger their safety e.g. medicine, poisonous substances and dangerous objects like knives and thorny or poisonous plants.
2. Window grilles should be installed on all windows which are not on the ground floor.
3. Safety gates are to be installed at both ends of staircases.
4. Staircases should be safe for children's use (spiral staircase is not allowed).
5. Hand railings are to be installed at a height suitable for children's use on both sides of the staircases.
6. Gaps between banister railings and steps of the staircases should not be too wide.
7. The height of the railings at the staircase landing and corridors should be at least 1.5m.

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8. Children should not have access to the kitchen/pantry. Suitable barriers are to be installed.
9. The centre should have properly equipped first aid kit(s). (No oral medicine and eye-drops are allowed.)
10. First aid kits should be made inaccessible to children.
11. The centre should have fire-fighting equipment/apparatus as indicated in the floor plan.
12. The fire-fighting equipment and apparatus should be regularly serviced.
13. Fire-fighting equipment and apparatus are to be made inaccessible to children.
14. All drains in areas to which children have access to should be covered.
15. The floor of the designated child care area should not be of bare concrete. It should be clean, safe, damp-proof, level, washable and non-slip.
16. The playground (within the compound) should be adequately fenced. For roof top playground, the fencing must be at least 2m high.
18. No swing door should be installed on the premises.
17. Exits, staircases and passageways are to be free from obstruction.
18. Bath tubs should not be used for storing water.
19. Bath tubs must be laid with non-slip mats, and if not in use, covered up.
20. Keys to the emergency exits (doors/windows/grilles) should be easily accessible to staff.

Administrative requirements

1. Record on Centre Operation
 - Records of fire drills
 - Log book to record events e.g. accidents/incidents, deviations in the menu or programme, official visits
 - Daily attendance register of children and staff
 - Sign-in/sign-out log
2. Records on the Children
 - Name, home address, date of birth, and dates of registration and enrolment of children attending the centre
 - A six-monthly record of the height and weight of each child over 18 months of age (three-monthly records for children below 18 months)
 - Date when each child ceased to be enrolled
 - Name, address and telephone number of the family physician of the child, if any
 - Written authorisation/consent forms from parents/guardians for:
 - Emergency medical care
 - Excursions

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- Fetching of children
 - Alternative care arrangements
 - A profile of individual child development
 - Food and drug allergies
- 3. Records on the Parents
 - Employment records
 - Contact information
- 4. Records on Staff
 - Academic certificates
 - Certificates on early childhood education (i.e. CECCE, DECCE etc.)
 - Valid first aid certificate
 - Appointment letter
 - Declaration form
 - Medical report
 - Letter of Notification, if any
- 5. Records on Medicine Administration to Children/Medical Log Book which include:-
 - Name of the child
 - Name of the medicine/drugs administered (only for non-infectious conditions)
 - Dosage of medicine/drugs administered
 - Name and signature of the person who administered the medicine/drugs
 - Time and date of administration
 - Manner of administration
 - Parent's signature
- 6. Records on Infants (for Centres with Infant Care Services only)

Centres with infant care services are required to maintain additional records which include:

 - Written procedures for diaper changing, sterilisation of milk bottles and preparation of bottled milk
 - Records on the type/amount of formula milk required for every child
 - Written menu for each age group (4-6 months, 7-9 months, 10-12 months, 13-18 months)
 - Three-monthly record of the height and weight of each child

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- Daily observation record on each infant such as feeds, naps and bowel movements
- Profile of individual infant development

Released under FOI Act by DOE

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Appendix D

LAYOUT, FURNISHING AND EQUIPMENT

Layout of Centre - Child Care

1. The layout of the centre should meet the needs of children and facilitate easy supervision. Space should be allocated for both active and quiet activities.
2. Children should have convenient access to toilets and washing facilities. There should be clearly defined passageway to these areas.
3. Toys and books should be displayed within the reach of children.
4. Care should be taken to ensure that children do not have access to anything that would endanger their safety.

Layout of Centre – Infant/Toddler Care

1. The infant/toddler care premises is to be preferably housed on the ground floor of a building. If this is not so, every level of the premises is to be equipped with diapering and napping areas.
2. To provide a separate indoor activity area for infants/toddlers away from the child care children.
3. The napping area is to be physically separated from other activity areas by partitions or other suitable barricades.
4. Both the sleeping and indoor activity areas are to be protected from general walk/passageways.
5. Floor finishes must be safe for crawling, standing and walking.

Furnishings and Equipment – Child Care

1. When selecting furnishings and equipment for the centre, their developmental relevance, size and type should be considered. In addition, the materials should be safe for the children.
2. There should be enough tables/chairs of a suitable size and eating/drinking utensils. Individual feeding spoons and bowls are to be provided.
3. PVC mattresses and mattress covers should be provided for the children. Toys and books should be age-appropriate.

Furnishings and Equipment – Infant/Toddler Care

1. Sufficient strollers/ rockers are to be provided.
2. Child-sized chairs and tables for older infants are to be provided.
3. High chairs which have footrests, side and back supports with a facility for latching the food tray firmly are to be provided.
4. A crib/cot with mattress and mattress cover for each infant aged below 12 months; and PVC mattress with mattress cover for each infant aged 13 months and above are to be provided during nap time.
5. Sufficient and suitable facilities for the sterilisation of milk bottles are to be provided.
6. A refrigerator solely for the storage of baby food, expressed milk, etc is to be provided.
7. A sink with running water for food preparation is to be provided.
8. A broad range of equipment to allow for different types of play is to be provided. All equipment, materials and toys are to be age-appropriate, washable, non-breakable, safe and non-toxic.

SUGGESTED FURNISHING & EQUIPMENT FOR A CHILD CARE CENTRE

ITEMS		
<u>OFFICE</u>		
♦ Table	♦ Computer	♦ Calculator
♦ Chair	♦ Printer	♦ Filing cabinet
♦ Cupboard	♦ Photocopier	
<u>SICK BAY</u>		
♦ Sofa bed, PVC mattress	♦ Pillow & blanket	♦ First aid kit
<u>WAITING/RECEPTION AREA</u>		
♦ Sofa set	♦ Wastepaper basket	♦ Door mat
♦ Bulletin board		
<u>TOILET/SHOWER AREA</u>		
♦ Mirrors	♦ Hand towels dispenser	♦ Toilet roll holder
♦ Water heater	♦ Shower curtains	♦ Toilet cubicles to have doors
♦ Washing machine	♦ Soap dispenser	
<u>KITCHEN</u>		
♦ Pantry shelves	♦ Cooker	♦ Trolley
♦ Kitchen cabinet	♦ Cooker hood	♦ Oven
♦ Crockery, Cutlery & Cooking Utensils	♦ Refrigerator	♦ Rice cooker
<u>GROSS MOTOR ACTIVITY AREA</u>		
♦ Rocking horse	♦ Water play equipment	♦ Trampoline (small)
♦ Quadro set	♦ Sand play equipment	♦ Stompers, balls
♦ Tricycle, bicycle	♦ Giant scrambler	♦ Swing, slide, climbing frame, tunnel
♦ Blocks	♦ Bean bags, hoops	
<u>MUSIC & MOVEMENT CUM REST ROOM</u>		
♦ Television set	♦ CD player	♦ Piano
♦ Magnetic white board	♦ Video player	♦ Guitar
♦ Musical instruments	♦ Radio/cassette recorder	♦ Storage cabinet

SUGGESTED FURNISHING & EQUIPMENT FOR A CHILD CARE CENTRE

ITEMS		
<u>CLASSROOM</u>		
<u>General</u>		
♦ Weighing scale	♦ White board	♦ Wastepaper basket
♦ Height measurement chart	♦ Markers	♦ Floor mats
♦ Storage cabinet	♦ Magnets	♦ Softboard partitions
♦ Table/chair (adult & child size)	♦ Eraser	♦ Book display rack
♦ Cubby holes	♦ Display board	
<u>Interest Corners Dramatic</u>		
♦ Refrigerator	♦ Plates, Cups, forks, spoons	♦ Ironing set
♦ Kitchen store	♦ Plastic fruits & vegetables	♦ Toy telephone
♦ Sink	♦ Combs	♦ Toy bed
♦ Cooking utensils	♦ Clips	♦ Dress up cupboard with appropriate clothing
<u>Manipulative/Block</u>		
♦ Stacking toys	♦ Dough	♦ Hollow blocks
♦ Lego set	♦ Puzzles	♦ Blocks of different shapes, sizes & colors
♦ Threading equipment	♦ Stringing beads	
<u>Science/Maths</u>		
♦ Plants	♦ Live animals	♦ Weighing scale
♦ Charts on life cycle of plants, animals, body parts	♦ Abacus	♦ Charts on mathematics concepts e.g. shapes, numbers & colors
♦ Containers of different shapes, sizes & colors		
<u>Art</u>		
♦ Easel boards, paintbrushes	♦ Scissors (child-sized)	♦ Scrap materials e.g. straws, egg cartons
♦ Poster colours, crayons	♦ Glue, scotch-tapes	
♦ Pencils, rulers, sharpeners	♦ Color paper, crepe paper	
<u>Library</u>		
♦ Age appropriate books	♦ Cushions	♦ Picture charts
♦ Flannel board	♦ Puppets (teaching aids)	
<u>GENERAL</u>		
♦ Fire extinguishers	♦ Locks	♦ Extension cord
♦ Venetian blinds	♦ Door bell	♦ 2-way plug
♦ Wall clocks	♦ Name tags	♦ Hangers
♦ Ceiling wall fans	♦ Cleaning equipment	♦ Shoe rack
♦ Curtain & tracks	♦ Potty	♦ Lockers/cubby holes

SUGGESTED AGE-APPROPRIATE TOYS, FURNISHINGS & EQUIPMENT

TOYS			
INFANTS	TODDLERS	NURSERY	KINDERGARTEN
♦ Mobiles (4 mths)	♦ Shape toys	♦ Construction toys	♦ Puzzles
♦ Spoons, small rattles & cups (5-6 mths)	♦ Big wooden beads	♦ Wheelbarrow	♦ Snap games
♦ Paper (12 mths)	♦ 3-dimensional puzzles	♦ Tricycle	♦ Snap & color & shapes sorting cards
♦ Large multi-colored balls, cubes, odd shapers (12 mths)	♦ Stacking toys	♦ Ringer puppets/hand puppets	♦ Build-a-shape
♦ Hand bell	♦ Telephones	♦ Tools	♦ Describing words
♦ Mirror	♦ Pots & pans	♦ Simple lotto game	♦ Lotto game
♦ Various sized containers	♦ Plastic containers	♦ Ping pong balls	♦ Doing word
♦ Jack-in-the-box	♦ Big simple dump truck	♦ Transport toys	♦ Make-a-word spelling game
♦ Stacking rings/nesting	♦ Barn & farm animals	♦ Pairs	
♦ Snap-lock beads	♦ Alphabet/number blocks	♦ Puzzles	
♦ Bath toys/watering, can & sponge	♦ Push & pull toy	♦ Farm animals	
♦ Indoor slide	♦ Safe riding toy	♦ 2-way 1-5 bead stairs	
	♦ Cobbler's bench	♦ Rulers	
	♦ Art supplies	♦ Measuring tapes	
	♦ Transport toys	♦ Weights & balances	
	♦ A set of big wooden blocks	♦ Lotto	
	♦ Tea set		
	♦ Punching toy		
	♦ A set of different hats		
	♦ Easy wooden puzzles		
FURNISHINGS & EQUIPMENT			
♦ Cots/Cribs	♦ Hand rail	♦ Tables & chairs	♦ Tables & chairs
♦ PVC mattresses & mattress cover	♦ Infant stools/chairs	♦ Hinged shelves (3 shelves high)	♦ Cubby holes
♦	♦ Tables	♦ Side/wall shelves	♦ Low shelves
♦ Separate fridge	♦ Cubby holes	♦ Cubby holes	♦ Hinged shelves
♦ Sterilizer	♦ Storage bins	♦ Storage bins	♦ White boards
♦ High chairs	♦ Hinged shelves (3 shelves high)	♦ Tote trays	♦ Notice boards
♦ Potties	♦ PVC mattresses & mattress cover	♦ PVC mattresses & mattress cover	♦ PVC mattresses & mattress cover
♦ Playpen	♦ Shoe racks	♦ Shoe racks	♦ Tote trays
♦ Cupboards	♦ Stationery	♦ Stationery	♦ Storage bins
♦ Tray unit			♦ Shoe racks
♦ Strollers & Rockers			♦ Stationery

pre - what are the requirements
2014

DRAFT

Queensland Department of Education

Regulatory Strategy

St. Burton -
→

Early Childhood Services in Multi-Storey

buildings -

- turn

Public. Janing?

Introduction

The Chief Executive of the Department of Education is the Regulatory Authority responsible for regulating approved Queensland early childhood education and care services (ECEC services). Most of these services are regulated under the National Quality Framework (NQF) which comprises the Education and Care Services National Law (the National Law), the Education and Care National Regulations (the National Regulations) and the National Quality Standard.

This document sets out the Regulatory Authority's strategy for regulatory oversight of early childhood education and care services in multi-storey buildings.

The Regulatory Authority considers services located in multi-storey buildings are a relatively high risk to children in the event of an emergency involving the building. ~~where at least part of~~

A documented strategy is intended to ensure that all the risks associated with services located in multi-storey buildings are considered and managed effectively to prevent harm to children. It will provide guidance and procedures to be followed when undertaking regulatory activities in relation to services located in or proposed to be located in a multi-storey building.

The preparation and implementation of this strategy forms part of the Regulating for Quality Practice Framework adopted by the Department.

- QBC - you and 22 -

Scope

This strategy covers the regulatory approach to:

- auditing and monitoring existing approved services in multi-storey buildings;

DRY

check lists

contacts

set of
standard conditions: series of comms

wh or not is this gap of 22
+ wh the no. con's to grow

comms - with this group
talk to them about our strategy ???

are all you guys
clear the cuts

your period

*

Alert

appeal - working

unannounced

diff times

for safety system maintenance

RFES rooms *

serious issue is for safety
talk to your maintenance
building owner.

- the assessment of applications for service approvals where the service will be located in a multi-storey building;
- the assessment of applications to change the location of an existing service to a location in a multi-storey building; and ??
- communication with potential future applicants for service approval during the design phase for a service located in a multi-storey building.
- engagement and collaboration with other relevant statutory bodies about this strategy and to seek their assistance where required;
- engagement and collaboration on these issues with Regulatory Authorities in other jurisdictions and with ACECQA ✓
- internal communications and information to staff and senior management. ✓

Risks and issues

What is a multi-storey building

For the purposes of this document, a multi-storey building is a building of 3 or more storeys. *The RA will*

Evacuation in an emergency

Swift egress from a multi-storey building in the event of emergency is essential to avoid injury or harm to occupants. Usually the lifts cannot be used which means egress must occur via fire isolated exit stairs. Where an ECEC service is located above ~~above~~ ground level, children will be required to negotiate several flights of stairs. They may be non-ambulant and/or lack confidence in using stairs, especially multiple flights of stairs. The behaviour of people in an emergency will impact on children's behaviour and confidence. Where a multi-storey building has tenancies other than an ECEC service, exit stairs ~~will~~ *may* be used by all occupants which may impact on the confidence and behaviour of children and ECEC service staff. *what about where they don't see fire stairs?*

In order to mitigate the above risks, special features and planning are required to provide for safe egress of children from multi-storey buildings in the event of an emergency. This will include:

- the addition of child height hand rails and barriers to remove potential fall zones in exit stairs;
- consideration of suitable external places of safety for children to be taken to which are not located in busy streets or car parks and which ensure children will not be unattended; *evacuated*
- detailed evacuation plans which will accommodate methods to safely and quickly evacuate non-ambulant children and toddlers;

- seeking advice from suitably qualified fire safety experts on fire safety features and evacuation procedures which accord with *Fire and Emergency Services Act 1990 (Qld)* and the *Queensland Building Fire Safety Regulation 2008 (Qld)* and which may be recommended in addition to any statutory requirements;
- having in place strategies for ongoing education of staff, children and families on the specialised emergency evacuation procedures;
- having staff to child ratios which exceed the statutory requirements;
- performing rehearsals of emergency evacuation procedures every three months and have those audited and revised as necessary by fire safety experts at least once per year;

Reliance on registered building practitioners

??

The Regulatory Authority is concerned that certificates issued by building certifiers and advice from experts retained by approved providers may not be compliant or competent. It has had at least 1 example where a building that had been certified for use as an ECS by a private certifier was later found to be significantly non-compliant with the NCC requirements for early childhood centres. The building was previously used as offices but converted to an ECS. The change in classification of the building should have required significant upgrade works which were not undertaken.

The failure of registered building practitioners to identify and require critical safety features in this building means that the Regulatory Authority is unable to rely solely on certificates or reports from registered building practitioners engaged by approved providers.

Current regulatory activity for ECEC services in multi-storey buildings

There are #5 service approvals for ECEC services located in multi-storey buildings in Queensland.

Each service approval has multiple special conditions which relate to emergency management and each approved provider has engaged fire safety consultants that have provided reports to the RA on the fire safety features and evacuation procedures provided for in the service to mitigate risk in the event of emergency.

The Regulatory Authority receives an average of ## applications per year for service approvals for services proposed to be located in multi-storey buildings.

The Regulatory Authority is not aware of the numbers of buildings ^{that are} be constructed which may be proposed for use as an ECEC service, however it is common knowledge the construction of multi-storey buildings continues to increase and so does the need for childcare in large cities.

Current requirements under the National Construction Code

The National Construction Code (NCC) contains minimum requirements for safety and amenity in new and renovated buildings. Under the NCC a building or part of a building used as an ECEC service is a 'class 9b'.

The NCC has specific requirements for early childhood centres which are defined in the NCC as

Early childhood centre means any premises or part thereof providing or intending to provide a centre-based education and care service within the meaning of the Education and Care Services National Law Act 2010 (Vic), the Education and Care Services National Regulations and centre-based services that are licensed or approved under State and Territory children's services law, but excludes education and care primarily provided to school aged children in outside school hours settings.

Not all issues covered in the Department's usual conditions for services operating in multi-storey buildings are required by the NCC. Following representations made by Department to Queensland's building Minister, the Australian Building Codes Board (the Board responsible for development and administration of the NCC) is reviewing requirements for early childhood centres in the NCC.

Amendments to the NCC are likely to take 1-3 years to be introduced.

be considered on 9/11/18

have still to take

[Do we/ACECQA need to make a submission to the ABCB?]

Does the strategy require more detail on what's in the NCC and what's not?

*what about
refurbished
buildings*

Regulatory approach

This strategy covers the regulatory approach to:

- auditing and monitoring existing approved services in multi-storey buildings;
- the assessment of applications for service approvals or amendments to service approvals where the service will be located in a multi-storey building;
- communication with potential future applicants for service approval during the design phase for a service located in a multi-storey building;
- collaboration with other regulatory bodies relevant to these issues.

Existing approved services in multi-storey buildings

The Regulatory Authority will undertake regular auditing of ECEC services in multi-storey buildings which will consist of:

- an initial audit coinciding with the commencement of this strategy which will involve:

- an inspection of the ECEC service and any other parts of the building as necessary, a review of evacuation plans, a review of fire safety system maintenance records for the building and a review of the conditions of the service approval by fire safety practitioners registered by the QBCC engaged by the Department??;
 - a written report by the Department's consultants based on the above inspection and review identifying any fire safety risks that are not adequately addressed by the existing fire safety systems, evacuation plan and/or conditions on the service approval;
 - action by the Regulatory Authority based on the recommendations in the report which may include requesting the approved provider take actions required, taking enforcement action available under the Act and/or amending the service approval to change or add conditions.
- subject to the findings of the initial audit, further auditing by the Regulatory Authority on at least an annual basis which will include a site visit to monitor ongoing compliance.

In addition to auditing, ECEC services will have a service profile rating of high which will trigger an elevated regulatory response to notifications, complaints or other intelligence about the service. Each reaction to a notification, complaint or other intelligence will be assessed on its merits and in accordance with the R4Q risk-based decision-making tools. However, special regard will be had to whether the notification, complaint or other intelligence has any relationship to the risks identified and being managed under this strategy.

[need to consider what role other regulators will have in initial audits – would it be better to ask QBCC, local council to undertake the audit? Should a joint inspection be done with Department's expert and other regulators??]

Assessment of applications for service approval or amendments to service approval which propose locating an ECEC service on a multi-storey building

Applications for service approvals or amendments to service approvals which propose location of an ECEC service in a multi-storey building will be required to demonstrate that the building has the features referred to above which are required to mitigate risks of harm in the event of emergency.

The application must be accompanied by a report from a fire safety practitioner with suitable expertise registered by the QBCC. The report will need to identify the fire safety features and evacuation procedures proposed and certify that these are adequate to mitigate the risks associated with the evacuation of children in the event of emergency. The report will need to have specific

regard to the numbers and ages of children proposed to be cared for in the service and to demonstrate how that information has impacted on their certification.

The Department will engage fire safety practitioners registered by the QBCC to review the report of the applicant's consultant, review any proposed conditions for the service approval, inspect the premises and advise whether they agree with the report. The Department's consultant will be asked to make recommendations for any additional fire safety features, evacuation measures or conditions on the service approval.

Where the building was an existing building that has had a change of classification under the NCC, special attention will be paid to whether the building has been brought into compliance with the requirements for class 9b buildings. *The Regulatory Authority will require the building certifier and any experts engaged by the approved provider to make specific reference to these issues. The Department's own experts will also be asked to have special regard to this issue.*

The Department will consider and act on the advice of its consultants as appropriate.

The Department will continue to impose special conditions on service approvals, the scope of which will be informed by advice from the Department's consultants, other regulators and the regulatory activities undertaken as part of this strategy.

Communication with potential future applicants for service approvals

The Department has prepared a document called *Guidance for approved providers – early childhood education and care services operating in multi-storey buildings*. (Guidance)

The Department has met with planning officers from the Brisbane City Council, Logan City Council and ##. They have been provided with copies of the Guidance and asked to pass on this guidance to applicants for planning approval relating to multi-storey buildings where an ECEC service is proposed.

The Guidance is published on the Department's website and referred to in training sessions run by the Department for those wishing to seek provider or service approval.

[Does the Guide need to refer to 'change of use' issues??]

Collaboration with other regulators

Compliance with the NCC and fire safety in existing buildings in Queensland involves the following regulators:

- the Queensland Building Construction Commission;
- local councils; and
- Queensland Fire and Emergency Services.

The QBCC registers and oversees the conduct of private building certifiers and fire safety practitioners who are often appointed to issue building approvals and certify building compliance for new multi-storey buildings or existing multi-storey buildings undergoing ^{conversion/renovation} being converted for use as an ECEC service. The QBCC also register builders and other building practitioners involved in building and construction work in Queensland.

When making decisions in relation to multi-storey buildings, the Regulatory Authority will review certificates issued by the appointed building certifier and works done by registered building practitioners. If, through its audit and assessment activities the Regulatory Authority suspects that the building does not comply with the relevant Acts and the NCC, it will require the assistance of the QBCC to investigate the practitioners involved and advise on appropriate responses. *if we say this, are we taking on resp?*

Local councils have the ability to issue enforcement notices when they form the view that a building is unsafe, unfit for occupation or does not comply with the Building Act or regulations or NCC (see section ## of the Building Act). Enforcement notices can require rectification works or other actions to address safety and compliance issues. Local government building officers will have expertise to advise on building compliance and safety issues and on whether a building ^{is safe} safety to occupy, particularly as an ECEC service. *unless other gov't emergency order powers.*

The Queensland Fire and Emergency Services (QFES) attend emergencies and can provide advice on fire safety in existing buildings. Where buildings are identified ^{as} high risk because of their nature or because of non-compliant ^{compliance} building works, the QFES may need to place an alert on the building which will trigger a heightened response strategy in the event of fire.

The Regulatory Authority will engage with the above regulators to:

- Inform them about this strategy;
- ^{Seek} See their involvement where non-compliant buildings are identified by the Department's experts;
- Seek their immediate assistance in the event of an emergency in one of these services
- *[Seek their attendance and expertise at initial audits of existing services?]*

Engagement will consist of:

- Round Table meeting;

DRAFT

- DMM Environment Inspections

- Other communication??

evaluate -

- arguments

Other issues

59

What is our process if there is a fire or real evacuation in one of these buildings?

What are other jurisdictions doing?

Communication with other jurisdictions/ACECQA - status and future communication/updates

Internal communication protocols

- Information to staff
- Information to senior management

Is there any information required to be given to the sector other than existing materials?

Plan

pu w on them - is this a brown
do an audit of the buildings
one of the res on the
report -

SBTRF amount
engage consultants
- arrange

QFES = special
fire sensors
refine
auth.

safe houses
cups
fire fighting
equipment

- structural engineers
- for
- operational practitioners

change of use

- new construction

answer to DA }
 answer to SA }

knowing the
 at an
 existing

change of use
 - complete
 new use

all existing services
 - fresh audit.

- return on investment

NCC →
 online

100
 17

6
 8

- pro. analysis

with QFES
 QBCC

Child Care in Multi-storey Buildings

By: **Stephen Burton** (NPER, CPEng, SFS, FPAAs)
DIRECTOR
FERM ENGINEERING
210 Beaudesert Rd Moorooka Qld

Abstract

The new trend for modern Australian cities, is to place **Early childhood centres** in leased premises above 3 levels, but child based fire safety is not factored into the NCC. The present NCC 2016 does not develop a clear DTS method or verification for assessing the impairments for children evacuating a multi-storey building situation. Queensland alone has 5 or more of these, and many more planned. This verification issue also relates to Aged Care in high-rise. Some centres with 40 infants or more in one location, have no capacity to evacuate these infants without 100% adult intervention. Having two exit stairs is clearly not enough. Ratios of adults to children is needed in the occupant population assessment.

Studies of overseas Building Codes show they have added fire safety features and considerations that are not equalled in Australia. The National Quality Framework (NQF) for childcare facilities does not contain any fire specific requirements for accrediting providers or mandating education standards of fire safety to children.

The fire study compares current classification functions in the NCC to fire safety performance measures and the NQF's intent. Safe evacuation is not achieved using DTS currently. The paper prescribes research to develop a verification method to address the evacuation of infants and children from potentially life threatening fires in buildings over 3 storeys.

The required Department of Education approvals process in each state is outlined and the necessary documents for evidence that safe evacuation practices that are to be created. Fire safety practitioners and Architects take note; these conditions are applicable to gain accreditation of a facility currently, but not practiced by industry.

Who's liable if it goes wrong, if a child dies in a fire event, when DTS can be demonstrated not to meet the performance measures in fire safety?

What internationally is practiced and how should Australia follow a new strategic design approach for evacuation-impaired occupants, both aged and childcare in multi-storey buildings. A recipe for NCC change is presented to progress the code and understanding of the issues.

Stephen Burton

NCC Reference

Early childhood centre means any premises or part thereof providing or intending to provide a centre-based education and care service within the meaning of the Education and Care Services National Law Act 2010 (Vic), the Education and Care Services National Regulations and centre-based services that are licensed or approved under State and Territory children's services law, but excludes education and care primarily provided to school aged children in outside school hours settings.

CHILD CARE FIRE SAFETY AND EDUCATION

AUSTRALIAN POLICY DEVELOPMENT REVIEW
ACECQA
2017

Presented by Engineers Australia (SFS) Stephen Burton

WHY WE ARE HAVING THIS POLICY

- ▶ Child deaths from fire are on the rise
- ▶ Child injuries are a major public health issue in Australia. Most can be prevented
- ▶ Child Care and Education Policy does not have any fire safety references
- ▶ The States have no formal fire and emergency planning training programs
- ▶ Building occupancy density for children in care is on the rise, but the building code does not accommodate their safety in evacuation
- ▶ Community Value Changes and Awareness

REF: Australian Bureau of Statistics, 2006. Causes of Death, 2004, cat. No. 3303.0, ABS Canberra.



CHILD INJURY – FIRE

- ▶ The annual cost of unintentional injury and death to children 0–4 years of age in Australia is estimated to be 1.5 billion dollars (Moller 1998).
- ▶ For specific causes of injury and death the top five most costly among children under 5 in Victoria were: falls (\$22m); poisoning (\$12m); fire, flames, and burns (\$8m); hit, struck, or crush injury (\$7m); and motor vehicle traffic (\$4m)
- ▶ Fire is the third largest after falls



Child Safety Education Policy

THE POLICY DEVELOPMENT PROGRAM

1. Recognise the need for a policy
2. Who are the stakeholders
3. What is currently in place in Federal and State education programs
4. Identify target areas of study and research
5. Fire Safety is just one part, emergency training is the inclusive area of need
6. Who is funding the program
7. Who is leading the program

Other
non-govt.
sources of
funding.

Here spoken
to Deakin Univ
Ed Galia - expert in
evaluation
systems

Child Safety Education Policy

A DRAFT POLICY OUTLINE

- A. To offer children an education program that will prepare them for an emergency in life
- B. To provide learning tools to educators and parents
- C. To understand child behavior in fire and emergencies to better educate adults
- D. To Harmonise the application to areas in society to make the policy effective -

- peripheral areas of building construction
- how we train educators
- modifying the Building Code 2019.

report.. - Society (Fire Safety Executive)

for PFC - to Aust Building Codes Board

Child Safety Education Policy

An education program that will prepare them for an emergency

- Program needs to accommodate the growing and learning phases of children
- Early Education to High School, the programs must be progressive and persistent
- The development are life skills in survival into adult life with work safe, live safe
- Adopt programs to align us with international standards of education in this area



Child Safety Education Policy

Provide learning tools to educators and parents

- ▶ Review current state programs in Australia
- ▶ Develop use of media tools in the context of digital age, distance learning, home school
- ▶ Adaptation of international programs already established
- ▶ State programs with Fire Safety training with industry groups and fire brigades, schools
- ▶ Child care centres staff training -

Nat. Fire Protection Assoc
(educators - standards writers)

Fire Safety Group
Packages that can be
adopted, adapted.

Kids Safe UK.
Kids Safe QLD -
links to UK sites

Child Safety Education Policy

Understanding child behavior in fire and emergencies to better educate adults

- ▶ Start a series of studies and research programs on child behavior, effectiveness
- ▶ Creating a database of events and outcomes from fires and emergency events related with children
- ▶ Develop education tools to professionals for designs in buildings, transport, homes

*Fire services -
data for communities*

Melbourne Fire Brigade

Child Safety Education Policy

Harmonise the application to areas in society to make the policy effective

- ▶ Develop change proposals for child safety in Building Code, NCC, Government Agencies
- ▶ Updating of standards to include children specific conditions, egress, stairs, alarms
- ▶ Updating of Building Evacuation programs
- ▶ Updating curriculums for child carer training qualifications, licensing, adult parent awareness



BCA - review

PFC - subj to the consideration

DEPARTMENT OF EDUCATION

- Licences to run a Child Care facility changed and States adopted the Federal requirements and manage licensing of state Child Care premises
- The Federal Government funds centres with subsidies and grants and Child Care rebate to parents
- Education must meet NQF requirements but fire safety is not included, unlike overseas
- On 13 February "Ministers have agreed to changes to the National Quality Framework (NQF) intended to strengthen quality in early childhood education and care while at the same time reducing red tape"

Early Years Learning Framework.

lot more education for aged care providers →
couple of modules →
review of many packages

CHILD CARE LEGISLATION

- ▶ The National Quality Framework (NQF) is an agreement between all Australian governments to work together to provide better educational and developmental outcomes for children
- ▶ (NQF) operates under an applied law system, comprising the Education and Care Services National Law and the Education and Care Services National Regulations. Under the National Law and National Regulations, approved services are required to base their educational program on an approved learning framework



CHILD CARE LEGISLATION


- ▶ This framework does not include Fire safety training to our children in the base syllabs or specialist training modules
- ▶ So how does this compare to International Education Levels – We look at the NFPA and some of the Asian systems of education
- ▶ Compare this to state program on fire safety currently being used
- ▶ Alter legislation and license applications to strengthen the requirement for emergency planning and provisions

AFAS. BCA - early ch'hood
↳ Fire Safety Regⁿ

CHILD CARE FIRE TRAINING

- ▶ The States undertake the registration and auditing and licensing of operators in Child Care and Education
- ▶ There are 2876 registered centres in Qld and use of high rise premises on the increase
- ▶ There are many new centres planned and large corporate buyouts and Investment Companies are moving into the market

<http://www.greenfinancegroup.com.au/commercial-finance/childcare-centre-finance/tips-for-buying-a-childcare-centre/>



CHILD CARE FIRE TRAINING

- ▶ The Victorian Government alone has committed \$50 million over four years to support local governments and other service providers to invest in early childhood infrastructure
- ▶ No moneys have been allocated for fire training in Early Childhood centres
- ▶ NFPA in the US runs the Child Care training program
- ▶ Asian countries include significant child education on evacuation in emergencies, fire, tsunami, earthquake, etc.
- ▶ UK has Kid Safe Training programs and education



NFPA FIRE EDUCATION

- Learn Not to Burn® (LNTB) has served as the pillar of NFPA educational programs for more than 40 years.
- The need for life saving fire prevention education is clear. Fire-related injuries and deaths take a huge toll on the public's health. In 2009 in the United States, someone was injured in a fire every 30 minutes and someone died every 175 minutes
- Their 10, 30 and 60 Minute mini-lessons is a helpful strategy life safety educators can implement in a variety of settings and buildings.
- Use of the "Sparky Fire Dog" campaign to attract child attention to the activities of fire safety, since 1950 <http://www.sparky.org/>
- Access to their materials and videos is offered and dedicated programs can be arranged through the NFPA education division
- This can assist ACEQCA for Australian Fire Safety education programs



DESIGN, POLICIES, EDUCATION AND PROCEDURES

Solutions Exist now with simple changes to Planning Schemes, Local Government and Department of Education procedures.

A policy to change legislation Recommendations

- A. The chief executive in charge of the Acts, makes conditions on all approvals to multi-storey child care facilities to have them submit and respond to give proof of safety in fire. Part 22 and 33 of the Acts.
- B. Have expert fire and building code advice in the assessment process added to the Education Departments application program.
- C. A change to QDC MP2.2 or a new MP5.4 to include conditions for child day care and aged care day respite facilities for fire safety. Prescriptive measures in the QDC and NCC does not address egress for young children or temporary sleeping use. (Both Aged Care and Child Care)
- D. Add into MP2.2 a definition for "evacuation impairment" to extend to both children under 6 years and the infirm in temporary day care facilities, as they must be recognised and added to legislation for their fire safety needs

QDC only

DESIGN, POLICIES, EDUCATION AND PROCEDURES

Recommendations

E. Added conditions or procedures for operators in high rise locations (above 2 levels) to place child evacuation controls and transport apparatus to ensure carer ratios can evacuate occupants and staff are trained to use apparatus.

F. Amend the Local Town Planning City 2014 guide to cover the risk factors in the High Rise sectors and place condition for Child Care in those sectors. The factors are incorrect in the plan currently. Restriction on use and height instantly solves the issue for risk mitigation in the future.

G. Development of a Fire Safety in Child Care Guideline. Society of Fire Safety of Engineers Australia will assist in that process.

H. Awareness campaign and guidelines to owners and for new applications of expected fire safety education and fire evacuation guidelines.



DESIGN, POLICIES, EDUCATION AND PROCEDURES

Recommendations

- I. Undertake mandatory witnessed evacuation drills and staff training registers as per the Aged Care style of record keeping.
- J. Placement of occupancy categories and added fire safety provisions in the prescriptive aspects of the NCC and adoption of reformatio**n**s by the ABCB for the upcoming NCC 2019.
- K. Use of Personal Evacuation Emergency Plans for the Child Care Facilities Directly, and registered as part of the Approval for the Building permit and License.



CONCLUSION – DO IT FOR THE KIDS

THANK YOU



Location and Egress

1. What is the location of the service in terms of floor levels?

- whole service
- Toddlers
- Non-ambulatory children

- Ground floor?
- Level 1?
- Higher levels – what levels and who is located there?

Provide extra information where for example the higher levels are also actually at ground level.

2. Is there direct emergency access to an area outside the building eg car park?

3. Are there ramps available for evacuation?

4. Are stairs required to be used for evacuation purposes?

5. What is/are the location of the stairs – fire stairs, internal/ external/

6. Are child height railings installed as part of the balustrades?

7. Who developed the emergency evacuation procedures? Are they accredited?

8. When are the emergency evacuation procedures reviewed?

9. How often are drills conducted?

- part service
- whole service

10. Are the emergency evacuation drills observed and reported on by experts?

Firefighting/suppression equipment

11. Are overhead sprinklers installed?

12. What other firefighting/suppression equipment/facilities are installed

13. Is this equipment/facilities check regularly?

14. If so by whom. How regularly? Is it documented?

15. Are staff trained to use this equipment?

16. If so, by whom? How often? Is it documented?

Other conditions

17. Are extra staff required to be employed over the ratios?

18. Are there caps on the number of non-ambulatory children?

Any other comments?

Released under FOI Act by DOE

Released under FOI Act by DOE

Ham

Logan City Council
Simon & Justin

* Planning Scheme for Logan → ~~Legal on the~~ No Child Care provisions
→ rely on QDC

(*) Gold Coast CC has child care provisions in planning scheme.

LGP → Government development

* DTMR → ^{Development Stage} Concurrence agency → Can direct refuse

* Planning Act & Reg - ^{Amendment Reg'd} attach cond's

* "Advice agencies" → Can not follow if choose.

(Otherwise need Head of Power) → ~~Not~~

* State Assessment & Referral Agency → LGP.

→ Concurrence agency → "triggers" → within 100 metres of X

A ~~SEND~~ PA Attachments → Media

* Pre-approval process → The Council can mention NL as part of → Provide out guidance sheets

* QDC → Head of Power

* Council bollards to protect park/infrastructure

* Council Policy → Park → Rather than safety of users.

* QDC → Need to include bollards

Gold Coast City Council
 Roger Sharpe.
 5582 8017.

11AM
 MJ NE.
 LD

* Pre-lodgement service → Encourage come to visit not mandatory
 Small fee.

* Chevron Renaissance Child Care Centre → 1st floor

— Roles & reports
 — PA guide

* Trip → happy to provide at P/L service.

* CityPlan → Planning Scheme → Council

* Community agency → Good idea

Has
 * Provisions re pedestrian safety
 — Applicant to consider → pedestrian routes in
 — Nothing to say needs installation to withstand speed.

* Require acoustic fence → ~~Not type~~ Recommended

Forward to P/L

* What we have regard to outdoor play area

Guidance for Service Providers

Evacuation Plans for ECE Services in High Rise Buildings

Purpose

1. This document provides guidance to assist service providers to meet (or exceed) the requirements of HS4 – HS8 when developing and implementing evacuation plans for ECE centres located in high rise buildings.
2. Services may choose to use other approaches better suited to their needs as long as they comply with the criteria.
3. This document provides guidance only. Service providers are encouraged to work closely with their local Ministry of Education and the NZ Fire Service when considering locating an ECE service above ground level in a high rise building.
4. Each service in a high rise building presents a unique set of circumstances which must be considered when developing a safe and effective evacuation plan. The Ministry will assess the compliance of each plan on a case-by-case basis, taking into account the circumstances that apply to the proposed service. Following the guidance in this document does not necessarily guarantee that the evacuation plans and procedures of the service will be assessed as complying with HS4 – HS8.

Legislative and Regulatory Background

5. The *Education (Early Childhood Services) Regulations 2008* Health and Safety practices standard: general (46 (1)(d)) requires services to “take all reasonable steps to ensure that appropriate procedures are in place to deal with fires, earthquakes, and other emergencies”.
6. The licensing criteria used by the Ministry to assess these Health and Safety practices and standards, in relation to emergencies are HS4 – HS8.
7. **HS4** requires the premises to have a current Fire Evacuation Scheme approved by the New Zealand Fire Service (NZFS). Service providers should be aware of the following:
 - i. The approved scheme applies to the whole building and all tenants, and is the responsibility of the building owner. It is not specific to the ECE service.
 - ii. The NZFS can decline an evacuation scheme application and make recommendations for amending the scheme. However recommendations cannot require the applicant to exceed the requirements of the Building Act.
 - iii. The *Fire Safety and Evacuation of Buildings Regulations 2006* regulations are silent on evacuating children from high-rise buildings. Currently the NZFS's evacuation scheme application process and requirements do not have requirements specific to an ECE environment.
8. **HS5** requires that the service has designated assembly areas for evacuation purposes that do not unnecessarily place the children at further risk.

9. In addition to compliance with **HS4**, the service provider must demonstrate compliance with **HS7**, which requires a documented evacuation procedure for the premises.
 - i. This evacuation procedure is specific to the ECE premises within the building and covers all emergency situations such as fire, earthquake, tsunami, flood etc.
 - ii. While this procedure has a broader scope than just fire evacuation, it must be consistent with the over-arching NZFS-approved fire evacuation scheme.
 - iii. This evacuation procedure is the responsibility of the service provider.
 - iv. Assessment of this evacuation procedure for compliance with **HS7** is the responsibility of the Ministry of Education.
10. **HS8** requires that the adults providing education and care are familiar with relevant emergency drills and regularly carry these out with the children. Records of emergency drills must be kept.

Overview of Key Issues

11. Safely evacuating children from services above ground level requires careful consideration of a number of factors:
 - i. Premises
 - ii. Processes
 - iii. People
 - iv. Practice
12. Particular concerns include:
 - i. Physical capability of children to manage multiple flights of stairs
 - ii. Requirement to carry babies and children who are not confident stair walkers
 - iii. Appropriate adult:child supervision ratios for evacuation
 - iv. Behaviour of young children during emergencies
 - v. Evacuation plans can be complex. This leads to the possibility of multiple potential points of failure. That is, there may be several points in the plan at which things can go wrong.
 - vi. Effectiveness of staff training and preparedness for emergencies.
 - vii. Appropriate contingency planning to address issues such as presence of untrained relieving staff, unexpected behaviour of children who are unwilling to walk down stairs etc.
 - viii. Risks associated with the behaviour of other tenants in the building, either through creating hazards in stairwells, or through shared use of the stairwells during an evacuation.
 - ix. Suitability of the external place of safety (**HS5**), which may be located in a busy city street or carpark.
 - x. Confidence and knowledge of the service's staff to effectively follow a complex evacuation procedure in an emergency (**HS8**).
13. The fact that a service provider, who wants to operate an ECE service on a floor other than the ground floor in a high-rise, multi-use building, has had an evacuation scheme approved by the NZFS is not, in itself, enough to satisfy the Ministry that the service also meets the requirements of **HS7**.
14. The process for managing the evacuation of children from a high-rise building can itself create a risk to children and consequently staff. There are additional health and safety considerations related to the physical and psychological wellbeing of children that Ministry staff must be assured will be fully met under any circumstance including during an emergency evacuation.

Evacuation Planning Guidance

Overview

15. These guidance notes are designed to ensure that evacuation procedures for services in high rise buildings are developed from a sound risk assessment and include controls, mitigants and contingencies that will reduce identified risks to an acceptable level.
16. The Ministry's preference is that early childhood education (ECE) centres within multi-storey buildings are located on the ground level, or as close as possible to a direct exit to the outside of the building.
17. When this is not possible, we expect an evacuation procedure for the service to consider provisions which will directly mitigate the risk to children during an evacuation. This includes consideration of:
 - Appropriate adult:child ratios for children who need carrying, require some assistance or can walk independently down stairs
 - Risks related to the behaviour of other building occupants
 - Risks related to the presence of relieving teachers who may not be familiar with the centre's emergency procedures
 - The unexpected behaviour of children and adults during an emergency situation
 - Risks of multiple potential failure points that can exist in a complex plan. Ideally the plan should be simple and easy to communicate to staff and other adults. This would reduce the cumulative risk that may arise in a complex plan.
18. Evacuation processes for a service above ground floor in a high rise building, must be:

EFFECTIVE	Children and staff evacuate the building to an external place of safety in a reasonable period of time. (Time to be determined in discussion with NZFS)
SAFE	Children and staff are not exposed to unnecessary hazards or the likelihood of harm during the evacuation.
REPEATABLE	The process is consistent and repeatable during trial evacuations which may involve a variety of different emergency scenarios.
ROBUST	The process does not place undue reliance on individual staff, specific equipment or certain conditions. This means that if any of those features were compromised then the overall process will remain effective.

Preparing your plan – risk assessment

19. The licensing criterion HS 12 requires services to take “all practicable steps to eliminate, isolate or minimise hazards to the safety of children”.
20. The best practice for any service located in a high rise building, or a shared facility, is to develop a risk assessment matrix as the first step in developing an evacuation plan for the service.
21. This will support the development of a plan that includes appropriate controls and contingencies to address the identified risks.
22. Risks could be considered under a number of headings, such as:
 - i. Risks to children – under two, over two
 - ii. Risks to staff
 - iii. Risks to visitors, parents etc
 - iv. Risks to other building users
23. There are likely to be a number of risk drivers, or sources of risk to be considered, which will include, but are not limited to:
 - i. Activity-based – eg cooking which is a common cause of fire in ECE services
 - ii. Premises – stairwells, rubbish
 - iii. Children – behaviour, needs
 - iv. Staff – behaviour, needs
 - v. People – other tenants
24. There are a number of formats that might be used for a risk assessment, a formal approach is included in Appendix 1. A more simple approach might be to identify risks as below:

Risk Category	Risk Description	Consequence	Likelihood	Controls or Contingencies to be included in evacuation plan
Eg Risks to staff				

25. The risk assessment should be reviewed by the centre management at least monthly, particularly to identify the needs of the currently enrolled children, so the procedures can be adjusted as required. Documentation of this risk assessment review should be kept as evidence of the service provider's implementation of their duty of care.
26. Daily hazard management checks should include all parts of the indoor assembly areas, stairwells and external places of safety. Documentation should be kept that this has taken place. This should include any hazards identified, actions required, and a confirmation that the required action has remedied the issue. (Eg boxes and other rubbish removed from stairwell)

Expert Advice

27. Advice on the development or assessment of an evacuation plan from an ECE service in a high rise building can be sought from the New Zealand Fire Service (NZFS) and also from independent external health and safety/risk assessment consultants.

Elements of an effective plan

28. An effective evacuation plan must address the four areas of:

- i. Premises
- ii. Processes
- iii. People
- iv. Practice

i) Premises

29. The process of gaining Resource Consent and an approved Fire Evacuation Scheme for the building provides some certainty that the building has appropriate fire protection systems for the safety of the occupants. It is also important to consider the following aspects which should be reflected in the evacuation procedures:

Building Configuration	<ul style="list-style-type: none">• The location of the ECE centre within the building may impact on the evacuation plan. Consideration should be given to:<ol style="list-style-type: none">i. The location and nature of tenants occupying floors above and below the centre.ii. Location of stairwells.iii. Design of stairwells in relation to ease of use for young children, eg height of stair risers, depth of stair tread, child-height handrail or other support, number of steps in each flight, width of stairwells.iv. Use of outdoor areas, which may or may not be sprinklered, as possible assembly points prior to evacuation.• Where possible the ECE centre should be located on the level closest to the ground level, or on any level that has a direct exit to a place of safety outside the building.• For services located over multiple floors, the youngest children should be located on the level closest to the ground.• Location of a centre over multiple floors within a building may also represent a higher risk and result in an evacuation plan with multiple potential points of failure.• Service providers should become familiar with the fire protection systems that have been built into the premises as these need to be taken into consideration in assessing any proposed evacuation process.• Fire cells (internal places of safety) within high-rise buildings can serve as a temporary evacuation assembly point; these are used in conjunction with a fully compliant sprinkler system. Fire cells are designed to prevent fire from penetrating the cell for differing periods of time eg, 30 or 60+ minutes depending on building code requirements. It is anticipated that the use of a sprinkler system will mean that a fire does not spread and therefore the fire cell can be a safe place for children and staff to "shelter in place" until instructed to evacuate to the outside.• Note that outdoor play areas cannot be considered for use as internal places of safety.
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<p>External assembly points</p>	<ul style="list-style-type: none"> • HS 5 of the licensing criteria for centre based services requires that the designated assembly areas for evacuation purposes do not unnecessarily place children at further risk. • Assembly points outside of high-rise buildings are often car parks or an area across the street from the building. Choosing a car park as an assembly area where cars could be travelling with drivers probably unaware there is an evacuation underway (therefore not on the look out for large groups of active and potentially distressed children) may not be considered a safe solution. • Selecting an appropriate assembly area should also take into account where NZFS vehicles and personnel might be when they are responding to a fire. • The use of portable orange netting, cones and walking ropes can be useful for keeping children together while moving and once they have reached the final place of safety. • Ideally any equipment needed should be stored at ground level rather than being carried down from an upper floor.
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(ii) Processes

30. The processes in the centre's evacuation procedure must be consistent with the overall approved fire evacuation scheme for the building.
31. The specific processes required will also depend on the configuration of the building and other features such as:
 - i. Whether the approved evacuation scheme provides for a staged evacuation process (ie to an internal place of safety) or an evacuation directly to an external place of safety.
 - ii. The movement of other tenants in the building.
 - iii. The fire protection features of the building, eg sprinklers, emergency warning information system (EWIS) etc
32. The processes must show proper consideration of the physical and behavioural capabilities of the children attending the service.
33. Children's physical developmental capabilities develop along very diverse timelines in the early years. Their physical abilities can also vary from day to day – dependent on more obvious factors such as illness or tiredness, and also on less obvious factors such as growth phases, stress, and the development or emergence of other physical, behavioural, cognitive or emotional skills. Sometimes children can "go backwards" for a period of time in terms of physical capabilities.
34. The Plunket website gives a guidance of between 3 – 4 years for managing stairs, "At around 3 years of age you can expect your child to run and jump, walk up and down stairs holding onto a hand or rail...." <http://www.plunket.org.nz/your-child/2-5-years/development/>
35. Other sources of guidance suggest that children will reach this developmental milestone between the ages of 4 – 5 years. <http://www.kiwifamilies.co.nz/articles/child-development/> and <http://www.obs.org/wholechild/abc/physical.html>
36. Determining and assessing children's ability to safely and independently walk down several flights of stairs in a large group of children and adults is complex. Any assessment is likely to be unreliable in an emergency situation. To mitigate this risk a service provider needs to consider carefully the adult:child ratios that will be required to ensure a safe and effective evacuation plan.

37. The evacuation process needs to be developed within the context of the building configuration and fire protection facilities.

38. Determination of safe evacuation ratios, processes and the use of assistive equipment should be made within that context.

39. The following aspects of the process should be included or covered in some way:

<p>Identification of children's needs</p>	<ul style="list-style-type: none"> • Children will have varying needs for assistance during an evacuation depending on their mobility and confidence in negotiating multiple stairs. • Children are likely to fall into one of four categories: <ol style="list-style-type: none"> 1. Require supported carrying (eg baby in a sling) 2. Require carrying in arms/on hips 3. Assisted walkers – require adult hand or support 4. Non-assisted walkers – can walk downstairs without adult support. • The process should identify how a child's needs are identified and recorded in such a way that the process will provide them with the appropriate assistance during an evacuation. • It is recommended that the process allows for: <ol style="list-style-type: none"> 1. Identification of a child's needs on enrolment 2. Regular re-assessment of children's needs on an, at least, monthly basis 3. A process to assess the changing needs of a child who may have some physical or behavioural challenges. • Good practice is to record each child's evacuation needs on the daily sign in sheet – eg carried in sling, assisted walker, independent walker. The teacher responsible for each ECE level within the building should ensure that she/he is familiar with these requirements so that staffing can be adjusted as necessary to cater for evacuation in response to the children present each day. • A service should not restrict the enrolment, or ongoing attendance of children, based on any requirement for physical competency. This is likely to be a breach of the Human Rights Act 1993.
<p>Preparation</p>	<ul style="list-style-type: none"> • The process should cover the steps required to prepare children, staff and other adults for evacuation. This will need to take into consideration whether the evacuation is initially to an internal place of safety, or directly to an external place of safety. • Points to be considered are: <ol style="list-style-type: none"> 1. Where will the children be gathered in order to prepare them for evacuation? 2. Which staff members will be responsible for this preparation? 3. How will children be allocated to staff members for carrying or other assistance during evacuation? 4. If carrying equipment is being used, how will children be placed into these items? 5. Where will carrying supports (eg baby slings) and other evacuation equipment be stored?

	<ol style="list-style-type: none"> 6. Has a floor warden been allocated and duties clearly identified? 7. Is there a process for taking a roll, counting children etc prior to leaving the floor to ensure that all are accounted for? 8. Does the process need to provide for items to keep children warm and dry during an evacuation? Eg blankets, warm clothing. If so, where will these be kept? 9. Does the process identify the emergency supplies, family contact lists and other items that need to be taken during an evacuation? Is it clear who will take these? Where will they be stored? 10. If the evacuation can be via more than one stairwell, does the process allow for emergency supplies to be accessible irrespective of which exit is used?
Communication and co-ordination of evacuation	<ul style="list-style-type: none"> • If the centre is split over more than one floor it is advisable to have a process for communication and co-ordination during the evacuation. • Walkie talkies can be useful for advising the progress of each group of children down the stairwells, and in particular for communicating any hazards or issues that have arisen. • This applies to communication within the staff of the ECE service but also to communication with the building warden who is co-ordinating the overall evacuation.
Evacuating the children	<p>Children requiring assistance</p> <ul style="list-style-type: none"> • Adults carrying children should not carry a load of more than 24kg. • Ideally this load should be evenly distributed and supported on the body – eg one child on the front and another on the back. • The carrying arrangements should, whenever possible, allow each adult to have one hand free for their own stability. • Adults carrying children should focus only on the children they are carrying during an evacuation. ie they should not have responsibility for other children or people during an evacuation. • Equipment used for carrying children must be fit for purpose. It should be appropriate for the children being carried and not expose them to more risk of harm, eg hitting their head while being carried. • As an alternative to staff being allocated particular children and carrying or assisting them down the full length of the stairwells, we have witnessed a service successfully evacuate younger children using a “bucket chain” approach. This involves: <ol style="list-style-type: none"> 1. Marshalling the babies and toddlers onto the first stair landing. 2. A teacher takes the first child and, holding the handrail, proceeds down to the next landing where they become the next landing control point. This leaves the most senior person for babies and toddlers on the top landing in control. 3. The next staff member takes a child, and hands it to the lower floor control, who places the child on the ground beside the other one, preventing access to next stair set. 4. Staff progressively place themselves in the stairwell until they form a “bucket chain” of no more than 3-4 stairs each, and pass children one at a time until all children are assembled on the next landing.

5. This is repeated for each floor.

- The bucket chain approach:
 1. Does not rely on the use of any form of equipment.
 2. Does not rely on a fixed ratio of adults:children for the evacuation. Depending on the length of each set of stairs, a group of 4-5 adults can safely evacuate any number of babies and toddlers using this approach.
- The success of this approach, or any approach, is dependent on the particular circumstances of the centre. There is no "one size fits all" approach to evacuating children requiring assistance.

Children walking independently

- Adults not carrying children should be responsible for no more than 8 independent walking children.

General

- We note that some services achieve these ratios or better through the use of other adults in the building on higher floors who are police-vetted and trained in the centre's evacuation procedures.
- Adults who are used to assist in evacuation should not be required to ascend stairwells to a higher level.
- If the procedure relies on adults not employed by the centre these adults must be police-vetted and sufficient numbers must be available at all times the centre is in operation.
- Adults carrying evacuation equipment, first aid supplies, temporary fencing, or any other materials should not be responsible for supervising any children.
- There should be "floating" adults who are able to provide additional assistance in supervising confident stair-walkers or in carrying a non confident stair walker as circumstances require.
- Depending on the circumstances, the floating adults might be in a ratio of between 1:15 or 1:20. This need might arise in the following circumstance:
 - i. Child refusing to be placed in carrying apron or struggling while being carried.
 - ii. Confident stair walker refusing to walk due to panic.
- The procedure needs to consider how the group/s of children will proceed down the stairwell. This includes consideration of:
 1. Using an adult at the head of each group to set a slow, steady pace.
 2. Placing adults throughout each group to reinforce the pace and to provide assistance to independent walkers.
 3. Independently walking children may be grouped 2 or 3 abreast rather than in single file. The effect of this "bunching" can keep the children moving at the pace of the group and provide some peer support and stability.

	<ol style="list-style-type: none"> 4. Allowing for the evacuation of tenants from higher levels of the building. It may be most effective to wait for these tenants to descend past the ECE levels before staff and children enter the stairwells. 5. Groups of independent walking children should go ahead of groups of adults carrying or assisting other children. 6. If the landings are of a suitable size, it can be helpful to halt each group on the landing to "regroup" and provide assurance and assistance to children as needed. <ul style="list-style-type: none"> • A number of factors may be taken into consideration to mitigate our requirement that adults carrying children do not have responsibility for supervising any other children. These factors might include: <ol style="list-style-type: none"> 1. There is a suitable child-height handrail on all flights of stairs. 2. The order in which adults and children are moving down the stairwell. For example, adults carrying children are spread throughout the moving line. 3. The management of the movement down the stairs to limit the flow on impact of any difficulty occurring in the line. For example, limiting the number of adults and children on each flight of stairs at any time. This may involve groups waiting on a landing until the next flight of stairs has been cleared by the preceding group. 4. There are more "floating" adults available than our suggested ratios identified above. 5. The design of the stairwell, particularly the dimensions of the stair rise and tread and the ease with which children are able to walk down the stairs. • If appropriate mitigations are in place it may be appropriate for adults carrying two children to also be responsible for supervising two independently walking children, and for adults not carrying any children to be responsible for supervising up to ten independently walking children. • The procedure must include detailed steps for evacuation via all nominated exits. • The plan should consider how the staff will deal with an unexpected event during the evacuation, eg an upset child, a slip or trip by an adult, lights going out in the stairwell etc. • The plan should consider how the evacuating group of adults and children will respond if NZFS personnel are moving up the stairwell during the group's descent.
Hazard management	<ul style="list-style-type: none"> • The centre's hazard management procedures should include a daily hazard check of the stairwells – particularly to check for items sorted in the stairwells, fire doors propped open, and hazardous items left in the area immediately outside any final exit door. • This daily check should be documented and should record how/when hazards have been addressed.

Equipment Checks	<ul style="list-style-type: none"> • The procedure should include regular checks of equipment used in the evacuation – eg condition of any baby slings, batteries for torches etc. • These checks should be documented.
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(iii) People

38. Overseas research confirms that the familiarity of staff with evacuation procedures is one of the most critical factors in avoiding injuries or fatalities during an emergency.

The evacuation procedure should address the following areas:

Centre Staff	<ul style="list-style-type: none"> • The plan should show compliance with the Health and Safety in Employment Act 1992 which requires that employers keep employees safe from harm. The procedure should not place any staff member in a situation during evacuation which creates a higher risk of harm than would be due to the emergency itself, ie by requiring staff to ascend to higher floors to assist during an evacuation, or requiring staff to carry children in such a way which puts both adults and children at risk. • Service providers will need to be aware of the requirements of the Human Rights Act 1993 and the Employment Relations Act 2000 if they are considering any restrictive employment practices such as pre-employment physical tests, or ongoing physical requirements for staff. These two pieces of legislation prevent discrimination on a number of grounds including physical ability. Service providers may need to take legal advice on the acceptability of their employment practices. • The plan must include provision for induction training for new staff and refresher training on a regular basis for all staff. This should be documented to provide evidence that it is taking place. • Evacuations can be practised during staff meetings. For example, a service using the "bucket chain" method regularly practises using filled back-packs as substitute children. • Given the nature of the risk to the safety of children and adults during evacuation from a high rise building, the centre should consider how to develop and maintain a culture of health & safety awareness and risk management among centre staff. Including emergency preparation as a regular item on staff meeting agendas is recommended. • Consideration should be given to how relievers will be made aware of their role during an emergency evacuation. Best practice is for this training or information provision to be documented. • As an example of good practice, one centre walks each new reliever down the full exit stairwell and out to the final place of safety before they begin work so they are familiar with the environment. • Consideration should be given to the physical demands that will be placed on staff who are carrying children, and what contingencies are in place if any staff member is unable to fulfil this duty in an emergency. • As an example of good practice, a service has developed a process that does not require any pregnant or physically challenged staff members to carry children. They are used more simply to marshal and manage children on the landings. • The procedure should consider how back up will be provided for any key member of the evacuation team, eg a floor warden.
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Parents and other visitors	<ul style="list-style-type: none"> • Information about the centre's evacuation plans should be clearly visible for all parents, caregivers and visitors. • The plan should identify which staff member/s will be responsible for ensuring the safe evacuation of any visiting family, professionals or other visitors during an emergency. • The plan should consider how to accommodate the needs of any visiting parent who wants to take responsibility for their own child/children during the evacuation or immediately on exiting the building. • Consideration should be given to how families will be kept up to date with evacuation and emergency procedures. This might be via a regular item in a centre newsletter. • It may be appropriate to include a section on the centre enrolment form which provides basic information about the evacuation provisions and obtains a parent/caregiver signature as confirmation that these arrangements are accepted. • Consideration should be given to how the centre will manage special events which may involve additional adults and children being present, eg family social evenings.
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Practice

39. Overseas research confirms that two factors are critical in preventing casualties or fatalities during an emergency evacuation:
- i. The level of familiarity of staff with the procedures, and
 - ii. Regular practice of evacuation procedures.

Evacuation Drills	<ul style="list-style-type: none"> • ECE services above ground level in high rise buildings should complete a trial evacuation more regularly than other services. Drills should be carried out at least monthly. • Drill records should be kept for each trial evacuation and used to inform any changes to procedures. • The records should include: <ol style="list-style-type: none"> 1. Date/time of drill 2. Numbers of children/adults present for both over 2, and under 2 children. 3. Time taken for evacuation, for all groups of children. 4. Checks that key steps of the procedure were followed correctly, with comments where necessary. 5. Notes of any issues that occurred during the trial and what action, if any, is required to address this. • Vary the scenarios tested in trial evacuations so that all available exit routes are tested. Include evacuations based around different assumptions about where the fire has started. • As part of the service's self review processes, the drill records should be reviewed, any necessary changes made and staff appropriately informed.
Other considerations	<ul style="list-style-type: none"> • Encourage parents and children to use the stairwells as frequently as possible, if this is practical, so that children develop and maintain familiarity with the stairwells.

Appendix 1 Method of Identifying, Assessing and Prioritising Risks

Step 1 Determine Consequence – what is the expected effect?

Level	Descriptor	Example of each level
1	Insignificant	No injuries, low financial loss
2	Minor	First aid treatment, issues addressed on site, medium financial loss
3	Moderate	Medical treatment, external support required, high financial loss
4	Major	Extensive injuries, operations impacted, major financial loss
5	Catastrophic	Death, operations halted, huge financial loss

Step 2 Determine Likelihood – what is the possibility that the effect will occur?

Level	Descriptor	Example of each level
1	Almost certain	Expected in most circumstances
2	Likely	Will probably occur in most circumstances
3	Possible	Might occur some of the time
4	Unlikely	Could occur at some time
5	Rare	May occur only in exceptional circumstances

Step 3 Determine the level of risk = consequence x likelihood

Likelihood	Consequences				
	Insignificant 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Almost Certain 5	5 High	10 High	15 Extreme	20 Extreme	25 Extreme
Likely 4	4 Medium	8 High	12 High	16 Extreme	20 Extreme
Possible 3	3 Low	6 Medium	9 High	12 Extreme	15 Extreme
Unlikely 2	2 Low	4 Low	6 Medium	8 High	10 High
Rare 1	1 Low	2 Low	3 Medium	4 High	5 High

Step 4 Record risks score on matrix

Score	Action
Extreme	Act now – urgent – requires immediate attention
High	Senior management decision is required urgently
Moderate	Management responsibility must be specified
Low	Manage through routine procedures

Queensland Regulatory Authority and local council interaction – early childhood education and care services

Photography: Welcome to the Fold

The purpose of this fact sheet is to clarify the scope of the Queensland Regulatory Authority's considerations with respect to the planning and approval process for early childhood education and care (ECEC) services as compared to the considerations of local councils.

Read the definitions of key early childhood education and care terms on the next page.

When planning or developing an ECEC service, Approved Providers must comply with National Quality Framework (NQF) as well as local government requirements.

Local councils are responsible under the applicable local government planning scheme for approving planning and development applications for ECEC services, including how an existing building or area of land is used.

Service approvals – local planning and development considerations

When applying to the Regulatory Authority for a service approval to operate a centre-based ECEC service, Approved Providers must provide:

- a copy of the planning permit (from the local council) for the proposed ECEC service

- a statement from a building practitioner that the building is suitable for providing education and care, and complies with the Building Code of Australia (BCA) Class 9b building or a certificate of classification stating the premises complies with the BCA for a Class 9b building.

Services that provide education and care primarily to school aged children in outside school hours settings are specifically excluded from the requirements for 'early childhood centres' under the Building Code of Australia.

Approved Providers must also demonstrate to the Regulatory Authority that the service premises comply with the National Law, National Regulations and National Quality Standard, including:

- the physical environment requirements contained in regulations 103-115 National Regulations, which include minimum unencumbered indoor and outdoor space, fencing, developmentally appropriate equipment for children, adequate developmental and age-appropriate toilets and premises designed to facilitate supervision; and
- the standards and elements relating to children's health and safety (quality area 2) and the physical environment (quality area 3).



Australian Government



Queensland Government

Regulatory Authority and local council interactions

An Approved Provider or the Regulatory Authority may request information and documentation from the local council about a proposed or operating ECEC service.

This may include circumstances where:

- the Approved Provider has applied to increase a service's maximum child capacity. The Regulatory Authority may require written evidence from the Approved Provider that the proposed increase will meet local planning and development requirements
- the Regulatory Authority requires clarity or has concerns about the building and planning development approval — for example, matters relating to town planning laws, car parking, traffic, general safety, fire egress or noise, for a proposed or existing service
- the Regulatory Authority has concerns about a building's compliance and safety.

Regulatory Authority considerations and the National Law

The Regulatory Authority may refuse to grant a service approval if the service's location or design poses an unacceptable risk to children's safety, health and wellbeing (section 49(1)(a) of the National Law).

This is regardless of whether the local council has approved the proposed site and development.

The Regulatory Authority may consider a service's location and design to be an unacceptable risk to children's health, safety and wellbeing if:

- there is evidence of high noise levels and traffic pollution, such as fumes or road dust; potential danger from projectiles in the outdoor play area; or the potential for vehicles to crash through or over barriers into an outdoor play area or into the service
- a material change of use approval may result in potential adverse impacts on children, such as petrol fumes, noise levels, or ignition of flammable liquids or explosions.

When applying for a service approval, the Approved Provider must satisfy the Regulatory Authority that the service can adequately manage or address any potential risk to children's health, safety and wellbeing.

This will help ensure the service meets operational requirements (Chapter 4 of the National Regulations), including protecting children from harm and hazard (section 167 of the National Law).

Key early childhood education and care terms

Authorised officer is a person who is responsible for assessing and rating ECEC services, monitoring compliance with regulatory standards, and supporting continual quality improvement. In departmental regional offices they may also be referred to as an early childhood manager or early childhood officer.

Approved provider is a person who is authorised to apply for one or more ECEC service approvals.

Centre-based service is an education and care service other than a family day care service. This includes most long day care, kindergarten and outside school hours care services that are delivered at a centre.

Early childhood education and care (ECEC) service is a service providing education and care on a regular basis to children under 13 years of age other than a service that is excluded under the National Law or Regulations. For more information about services excluded by the National Law and the National Regulations read the Guide to the National Law and National Regulations on the Australian Children's Education and Care Quality Authority's (ACECQA) website.

National Quality Framework is a national system for the regulation and quality assessment of approved ECEC services. It applies to most long day care, family day care, preschool and kindergarten, and outside schools hours care services.

Regulatory Authority is a body in each state and territory that regulates and assesses approved ECEC services. In Queensland, it is the Chief Executive of the Department of Education and Training.

Read more on the website.

More information

- Email the department at ecis@det.qld.gov.au
- Contact your nearest regional office (visit the department's website at www.earlychildhood.qld.gov.au and search for "regional offices").
- Phone the Regulation, Assessment and Service Quality team on (07) 3328 6780.

Display of emergency and evacuation floor plan and instructions

Photography: Tony Phillips

One of the core objectives of the National Quality Framework is to ensure the safety, health and wellbeing of children attending education and care services.

In an emergency, a service's emergency and evacuation floor plan and instructions must be followed in order to lead children to safety.

Approved providers must ensure early childhood education and care services have a policy and procedure for emergency and evacuation (regulation 168(2)(e) of the Education and Care Services National Regulations).

Emergency and evacuation procedures must:

- set out instructions for what must be done in an emergency
- include an emergency and evacuation floor plan (regulation 97 of the National Regulations).

Placement of emergency and evacuation floor plans and instructions

Regulation 97(4) states that approved providers must ensure a copy of the emergency and evacuation floor plan and instructions are displayed in a prominent position near each exit at the service's premises, including a family day care residence or approved venue.

The Australian Children's Education and Care Quality Authority's (ACECQA) Operational Policy Manual (OPM) states that services need only display emergency and evacuation floor plans near those exits that would be practical to use in an emergency (page 160).

As there has been some confusion regarding the interpretation of the regulation and OPM advice, the Regulatory Authority wishes to make clear that the expectation is that approved providers in Queensland must ensure that a copy of the emergency and evacuation floor plans and instructions are displayed in a prominent position near **each exit that forms part of an evacuation route**.

This position reflects the *Building Fire Safety Regulation 2008* (Qld) and National Construction Code requirements.

On this basis, when officers of the Regulatory Authority visit your service, they will be checking to ensure that your emergency and evacuation floor plans and instructions are:

- displayed prominently
- near each exit that forms part of an evacuation route for your service

More information

- Email the department at ecis@det.qld.gov.au
- Contact your regional office (visit the department's website at www.earlychildhood.qld.gov.au and search for "regional offices").
- Phone the Regulation, Assessment and Service Quality team on (07) 3328 6780.



Australian Government



Queensland Government

TO: EXECUTIVE DIRECTOR, REGULATION, ASSESSMENT AND SERVICE QUALITY, EARLY CHILDHOOD AND COMMUNITY ENGAGEMENT

FROM: DIRECTOR, APPROVALS AND REVIEWS

SUBJECT: EARLY CHILDHOOD EDUCATION AND CARE SERVICES – EVACUATION FROM MULTI-STOREY BUILDINGS

DATE: 20 JULY 2017

PURPOSE

1. To provide you with information about the evacuation of children from approved early childhood education and care services located in multi-storey buildings.
2. To advise that targeted monitoring visits are proposed to occur in July and August 2017 at various approved services located in multi-storey buildings in the Brisbane CBD, focusing on their fire evacuation procedures.

BACKGROUND

Regulatory Authority processes

3. Section 47(b) of the Education and Care Services National Law (National Law) requires the Regulatory Authority to have regard to the suitability of the proposed education and care service premises, including the site and location for the operation of an education and care service, when assessing an application for service approval.

Physical requirements

4. Regulation 25 of the Education and Care Services National Regulations, requires the Approved Provider to provide to the Regulatory Authority, plans of the proposed premises (prepared by a building practitioner) showing:
 - the locations of the following:
 - all buildings, structures, outdoor play areas and shaded areas
 - all entries and exits
 - fences and gates including the types to be used
 - toilet and washing facilities
 - boundaries of the premises;
 - landscape or landscaping plans for outdoor spaces, specifying the natural environments that are or will be provided;
 - a floor plan indicating unencumbered indoor and outdoor spaces suitable for children, and the calculations of those spaces; and
 - elevation plans of the premises.

In addition under Regulation 25(g), the Approved Provider must provide either:

- a copy of any occupancy permit, certificate of final inspection, building certificate, certificate of classification or building surveyor's statement issued or given in respect of the final construction and fit out of the education and care premise; or

- a statement made by a building practitioner that states the education and care service premises complies with building requirements under a building law or planning and development law of the participating jurisdiction.

Policies and procedures required

5. Approved providers are also required to ensure that policies and procedures, tailored to the service are in place that set out instructions for what must be done in the event of an emergency (including an evacuation) and an emergency and evacuation floor plan.
6. The adequacy of these policies and procedures for the service are assessed by the Regulatory Authority as part of the approvals process.

Building certifiers

7. Certificates of classification are issued by building certifiers ('building practitioners' for the purpose of the National Law) who are licensed by the Queensland Building and Construction Commission (QBCC).
8. A building certifier is responsible for inspecting a building project before, during and at completion to ensure it complies with applicable building standards. A building certifier issues certificates of classification once buildings meet certain requirements under the *Building Act 1975* (Qld).
9. Building certifiers are required to maintain their knowledge of:
 - technical building practices and related engineering, design and construction practices
 - building related law and the implications of those laws
 - building codes and standards
 - risk assessment and management principles relevant to the design and construction of buildings
 - professional and ethical responsibilities and obligations
 - effective communication techniques with designers, builders, building owners and the general community.
10. The QBCC ensures certifiers are suitable to operate and that they maintain appropriate qualifications.
11. Two levels of building certifier are able to certify buildings that may become approved services under the National Law, that is a *building certifier level 1 (unrestricted)* or a *building certifier level 2 (restricted to commercial)*.
12. In order to be approved as a building certifier level 1 the person must hold a relevant degree and a current accreditation issued by the Australian Institute of Building Surveyors (AIBS) plus have 3 years of relevant experience.
13. In order to be approved as a building certifier level 2 the person must hold a relevant advanced diploma and have 2 years relative experience.
14. In addition, the *Building Act 1975* (Qld) requires applicants for both licence types to be suitable, have public liability insurance, and completed course in issuing development permits. Suitability requirements include:
 - Convictions (relevant offences)
 - Previous disqualifications, refusals, suspensions or cancellations under the *Building Act 1975* (Qld)

- Dealings in which the applicant has been involved and the standard of honesty and integrity demonstrated in the dealings
 - Failure to carry out statutory obligations relating to building certifying functions and the reasons for the failure
 - Whether the applicant holds a current accreditation by an accreditation standards body i.e.: the AIBS
 - All other relevant circumstances.
15. After approval the QBCC maintains a register of certifiers, audits their operations and can investigate complaints and take disciplinary action where appropriate (cancel licence, apply conditions etc.). The QBCC has made available an online search facility on their website so the public can undertake searches of persons licensed under the *Building Act 1975* that includes information about disciplinary action.

Fire occupational licensing

16. Persons who performs fire protection work including installing, repairing and maintaining fire protection systems are required to hold a licence under the *Queensland Building and Construction Commission Act 1991* (Qld) (QBCC Act), also administered by the QBCC.
17. Fire protection systems include portable fire-fighting appliances, fire hydrants, fire hose reels, fire/smoke/heat detection systems, fire suppression or sprinkler systems, fire door and emergency lighting.
18. A license is required for the installation, repair or maintenance of a fire protection system, stating whether a system meets a standard, requirement or specification; development, approval or certification of emergency evacuation procedures for a controlled evacuation during a fire emergency; and inspection of and advice about compliance with the *Building Act 1975* or Building Code of Australia relating to fire safety. The fire occupational licensing system is relatively complex. The following QBCC licenses are required for each particular type of work:

Work carried out	License required
Certify reticulated water based sprinkler and suppression systems	Sprinkler and Suppression System (Reticulated Water Based) – Certify
Certify chemical and foam special hazard suppression systems	Occupational License in Special Hazards Suppression
Fire Detection, Alarm and Warning Systems to carry out firefighting appliances work	Fire Detection Alarm and Warning Systems and Portable Fire Equipment and Hose Reels
Developing emergency evacuation procedures for the controlled evacuation of buildings, structures and workplaces during a fire emergency	Emergency Procedures

NOTE: Registered Professional Engineers in Queensland do not need a QBCC licence. Generally they can design and certify, inspect and test fire protection system, but cannot install or maintain them.

Emergency evacuation procedures

19. While a licence is required generally for developing emergency evacuation procedures for the controlled evacuation of buildings during a fire emergency they can also be undertaken by one of the following who do not require a licence:
- a Fire Safety Advisor (FSA) who develops procedures for the building within which they act as FSA

- a building owner, building manager or facilities manager who develops procedures for their own building.

ISSUES

20. The Regulatory Authority is responsible for ensuring compliance with the National Quality Framework to ensure the health safety and well-being of children.
21. Five services within the CBD have been identified as operating within multi-storey buildings (**Attachment A**). The table attached shows the name and licence number of each building certifier and the person who developed emergency evacuation procedures for each service.
22. Authorised Officers from Approval and Reviews will conduct monitoring visits to four of the five services, given that one of these services was recently approved and does not currently require a further visit. It is anticipated these four visits will be finalised by 21 July 2017.
23. A targeted monitoring checklist has been developed for Authorised Officers to use at their visits (**Attachment B**). In accordance with the checklist the following information and documentation will be collected in relation to the fencing and emergency and evacuation procedures at the services:
 - policies, procedures, floor plans and risk assessments
 - evacuation rehearsals
 - location of babies and non-ambulatory children with a specific focus on the policies and procedures for evacuation of these children
 - emergency evacuation procedures including who they were developed by (QBCC licensee, a FSA or building owner, building or facilities manager)
 - information about the location of babies and non-ambulatory children being cared for and specific procedures
 - evidence the evacuation egress from the premise is suitable and appropriate for children.

CONSULTATION

24. Tony Townshend, Manager Certification, QBCC

RECOMMENDATION

25. That the information and documentation collected from the monitoring visits be used to:
 - assess compliance with the National Law and National Regulations and identify any areas of risk; and
 - build service profiles for the four approved services visited; and
 - develop any further appropriate recommendations for action by the Regulatory Authority to ensure the continued safety of children being educated and cared for in high rise services across the state, including consideration of whether any conditions need to be imposed on existing services approvals to ensure the health, safety and wellbeing of children.

- Spreadsheet 17/361736 contains 18 Queensland Early Childhood services located above ground level in multi-storey buildings that contain three levels or more.
- The spreadsheet has been developed from Regulatory Authority files and Authorised Officer's knowledge located in both Regional Offices and Central Office.
- The purpose of this spreadsheet was to conduct a desktop review of the general safety and operations of these services in relation to the National Law legislative requirements including evacuations.
- The 18 services are located mainly in the Metropolitan Region (14) with some services also located in South East (three) and North Coast (one) regions.
- Generally the desktop review has identified the following information:
 - Information is not collected by the Regulatory Authority in relation to when the last three month required evacuation practice was conducted at a service. These records are kept by an Approved Provider at the service and can be reviewed and/or copied by Authorised Officers during a visit;
 - Early Childhood Education and Care services located in multi-storey buildings generally use a combination of fire cots and vests/pouches to ensure immobile children are safely evacuated by adults from the premises. In most cases this would also include assistance from additional service staff that are available or other staff that can assist once other children have been safely evacuated from the premise.
 - Early Childhood Education and Care services located in multi-storey buildings have in place evacuation policies and procedures that suit their individual premises and have displayed evacuation plans and instructions at or near each defined emergency exit.
- A targeted evacuation monitoring form has been developed by RASQ should monitoring visits be required to further review the 18 Early Childhood Education and Care services located in multi-storey buildings services and any other Early Childhood Education and Care service located above ground level.

6 6 18

QFES Meeting

— Jan —

Co, CH, LG, LD, NE

Michael & Ian Shepherd

Disputed DHPW Resolution

* Advice to certifier role on way → Can appeal

705 - Building certification done by Councils & QFES looked at exit signs, paths of travel etc

* Powers removed → Private Certifiers
↳ Limited jurisdiction

* Performance solution → Advice to certifier. QFES role Building Approval assessment process (15 days)

* Brisbane Region Community Safety Office → QFES have their own fire engineering dept. → Michael

* Fire detection → Carpark → Heat detector (thermal)

Up on panel & needs to form part of procedure

RPEQ Engineers

Windows in middle

Take out panel of glass & making solid

OR wall wetting
Sprinkler

QFES have 15 days once receive application → Building approval → Develop fire engineering brief.

→ In principal agreement

→ Alternate solution → Need to do fire scenarios to see how would react →

e.g. Carpark fire including times (movement rate)

* Smoke detection system - 2 different types of systems

→ Fire engineering report goes to QFES (as part of application process)

16/70

15 days → non compliant assessment
Cert has 5 days → NO
QFES has 10 days to appeal → Dispute Resolution

13 06 17

Fire Egress — BCA → Ministerial Council

X Fehung — Multi-storey

Stephen Burton Report → Lisa → SAB
Advice.

* Gary Saunders DHPN → Minister
Mike Essey (Mick DeBrenni)

- Fire Evacuation procedures → private-ways → is the building owner.
- Condⁿ → To be attended and observed by QFRS?? → Inspector
↓
Do not do reports
- Building they are within

→ Section of the report refers to ECEC service
Negotiated with building owner ?? → every 3 months.

* Evidence

* Copy of evacuation practices → documented every 3 months
(Report extract specific to the ECEC service) → How do it.

* ALL (2 storey+)
• ID multistorey throughout state → List from Regions
& any current cond^s (located within a multi-storey building) required → NO Olden

CO. * Report to observe → cost ??? → Quater
(Private?) (State) ???

* Who has Victoria → cond^s.

⇒ QFRS
Resource

* AP evaluating ^{first} drill → Expert reqd

BUILDING MINISTERS' FORUM

27 APRIL 2018 – COMMUNIQUÉ

The Building Ministers' Forum (BMF) held its first meeting for 2018 today in Melbourne, to decide on a range of significant measures that will benefit the Australian building, plumbing and construction industry and the wider Australian community.

Ministers welcomed Professor Peter Shergold AC and Ms Bronwyn Weir's final report *'Building Confidence – Improving the effectiveness of compliance and enforcement systems for the building and construction industry across Australia'* (the Report).

Professor Shergold and Ms Weir were commissioned by the BMF to independently assess the broader compliance and enforcement problems within the building and construction systems across Australia.

The BMF acknowledged the significant work undertaken by Professor Shergold and Ms Weir and the valuable input provided by governments and industry throughout their consultation processes.

The Report's conclusions and recommendations provide the BMF with a significant package of reforms intended to strengthen the effective implementation of the National Construction Code (NCC).

The Report is available on the BMF webpage on the Department of Industry, Innovation and Sciences' website at www.industry.gov.au/BMF.

The BMF provided in-principle support for the Report. Ministers will examine the Report's findings and recommendations in detail and have agreed to discuss future directions and next steps at the next BMF meeting.

Ministers reaffirmed their commitment to prevent the inappropriate use of potentially hazardous aluminium cladding on Australian buildings. The SOG will be consulting with industry on possible options for a new system of permanent labelling for cladding products.

Ministers agreed that given the urgency of this issue, the consultation will be undertaken during May and June 2018, with a report of the consultations and the preferred approach to be provided to Ministers at their next meeting.

Ministers noted the significant work being undertaken by jurisdictions to identify and address non-compliant cladding.

Ministers have asked the SOG to report on existing responsibilities of parties to meet the cost of rectification of non-compliant use of combustible cladding and remedies, including the rights of parties to recover costs from those responsible. The SOG will report to a future BMF meeting.

The BMF was briefed by Mr John Murray AM on the national *Review of Security of Payment Laws: Building Trust and Harmony* (the Review). The independent Review will be released by the Commonwealth shortly. The States, Territories and the Commonwealth will consider the Review recommendations, in consultation with the relevant portfolio areas in each jurisdiction and informed by the existing work of jurisdictions, and come back to the next meeting of the BMF with advice on how to respond to the Report.

The BMF agreed the scope of the Australian Building Codes Board's (ABCB) national Regulatory Impact Assessment (RIA) to examine the proposed inclusion of minimum accessibility standards for housing in the NCC.

The ABCB will now develop an options paper, incorporating input from the Disability Reform Council, for the BMF to consider at its next meeting.

Several important issues relating to the NCC were also discussed, including work on the development of the 2019 edition (NCC 2019). NCC 2019 will be the first new edition since NCC 2016, following the BMF's decision to introduce a three-year amendment cycle to improve efficiency and enhance stability for industry.

The BMF also discussed the challenges in relation to addressing fire safety in child care, including considering a possible early out-of-cycle amendment.

Ministers noted that energy efficiency measures for residential buildings will feature in the proposed 2018-19 ABCB work plan.

Ministers have confirmed their commitment to cooperation on national building reform through the adoption of a new BMF Charter. The BMF Charter sets out the role of the BMF in overseeing governance of the built environment, including on:

- harmonisation of building regulations and standards as outlined in the IGA for the ABCB;
- collaboration on compliance and enforcement, and
- national policy issues affecting Australia's building and construction industries.

Released under FOI Act by DOE



FIRE EVACUATION

9am

22, 06, 17
CD, LD, AW, 9
CS

* CONTACTS →

QBCC
DHPW
QFES

Meetings - Role - Lisa

Fire DHPW
Chris & EDS
Mike Eddy

Obligs on building owner

- Who does fire certification & what involved

⇒ Building Certifier

- Testing sprinklers etc / fire blankets

Who checks & frequency

* Regions

* Building

Evac Plans

* Equipment

* Monitoring Tool

Rehearsals
Penang & Bulletin

* Risk Criteria → "High risk"

Gary Stock Technical Services
Unit QBCC

QBCC + QFES (cont.)

* Certificate responsibility ends → hoses, blankets, etc. from when initially issued certificate.

* Ongoing responsibility →

(Annual)
blankets, hoses, etc

↓
Timeframes

QBCC licensed to perform maintenance

Licensing manager

@ QBCC →

licence classes on QBCC website.

- Occupier responsibility to obtain

* Routine from fire trucks → checks → Audit by application

* Retrospective applicⁿ?

MONITORING

* Cert of Class → Initial

* Testing reports → Timeframe → Not just one
Occupier to keep on site. + → QBCC report
(fire safety installations)

* Review fire evacⁿ plan every 12 months
under building fire reg. → Occupier →
→ Renewal. ^{no.} signed off.
oblig to be witnessed by occupier

26.6.17

QBCC & QFES Meeting 1pm

- Neil Dunsie
- Tony Townsend

* Initial Build → Ref & Act → It is
retrospective

* QDC 2.2
2.3 Rescore

* Fire evac plans & procedures need to put in place.

* Covers children unable to walk.

* Special fire safety installations which accord with risk

* Alternative Building Solutions

(severable)

* Planning Act → Certifier notifies referral agency (QFES)

- Special fire services → QFES

- Performance Based Sols → May/May not bear

* Assess against current codes/standards → Ref based sol. → QFES → Certifier decides

* Persons per floor area & type of building → Deemed to satisfy

* Certifier ^{decides} ~~proposes~~ → Can appeal
& approves. QFES

↓
Performance based solution

* Fire service → Sprinklers → Certifier asks QFES

23.06.17

FIRE EVACUATION → Multi-Storey - 2pm - JHPW - Mike & Phil

MS, CO, AW, LM, LD

- Monitoring tool
- Additional costs

* Building Constructed —

Building Act

→ NCC — 2 codes: BCA + Plumbing Code

→ Certifier (private or gov) →
BCC contracts out

Historically
Any other
Old code
(QDC)
re: Child Care
Centres

* ABCB → ~~State~~ State rep → Mike's ED.

Sub
Codes Ceas Plumbing
Cee Cee

* Proposal for change → to change BCA

- Evidence req'd — Costings impact
- RIS req'd.

- Building certifiers enforce.

• Buildings - 10 Classifications → Depends what certifier
certifies against &
against info supplied.

- Multiple use buildings → Assess against requirements in
code for each use.

• Smoke detection

• Sprinklers

• Hydrant in stairwell → Doors rated — 90 mins to evacuate
"seal"

- Stairwells designed to meet risk

• Deemed to satisfy provisions → Hasn't contemplated child
care centres in high rises.

→ "Performance solutions"

• Requirement on Cert of Class which authorises occupation
be displayed in building.

* Cert of Class has :

→ What class, relates to building & whether any performance solutions related to that building. (Special fire services or alternative solutions)

* May not appear → have changed something since cert NOT certified properly

* Performance Solutions → Applicant to meet req's → Building owner. — Obligh on occupier — to ask owner for permission

* Existing buildings - Retrospective → Update Reg'n (Building Act) / Code
Eg: People instead of particular grinder installation (Backpacker)

* OFES → Advice Agency

* Refeit → still need certificaⁿ → Can't issue cert of class unless OFES has inspected.

① Cert. of class - not building approval
② Use of building (life) → fire safety process (if cert of class on display)
system required to be maintained as per ODC (Maintenance Standard 6.1) M.P. → Building Act

OFES has right to appeal the certification

Signs made under Building Fire Safety Reg'n

* Fire Service authorised body to undertake enforcement action → Regulatory Area.

* Specific staff ratios req'd → Similar to retirement villages

* Raised with ABCB DHPW

Min raising nationally next week with other Mins

FIRE PROTECTION OCCUPATIONAL LICENSING FAQs

What is QBCC fire occupational licensing?

QBCC Fire Occupational Licensing means all practitioners carrying out or supervising fire protection work require a licence. Everybody doing this work requires this licence (or a nominee supervisor or contractor licence), regardless of their employment status. There are some exceptions for plumbers and electricians as detailed in this factsheet.

When did QBCC fire occupational licensing commence?

Fire Occupational Licensing was mandatory from 1 January 2011.

Why was this introduced?

The 'Building Fire Safety in Queensland Budget Accommodation Report' was released in light of the Childers backpacker hostel fire and made recommendations to tighten up the fire protection industry.

As a result of the findings, the *Queensland Building and Construction Commission Act 1991* (QBCC Act) was amended to include installation, maintenance or certification of a fire protection system for a building (under an occupational licensing scheme).

Extensive consultation was carried out with the fire protection industry and other stakeholders prior to the Queensland Parliament passing the legislative changes.

What is fire protection work?

Fire protection work is defined under the QBCC Act as any of the following for a building or part of a building:

- The installation, restoration, repair or maintenance of a fire protection system
- The preparation of any certificate, statement or record:
- relating to the installation, restoration, repair or maintenance of a fire protection system, or
- stating whether a fire protection system meets a standard, requirement or specification
- The design of a fire protection system
- The development, approval or certification of emergency evacuation procedures for a controlled evacuation during a fire emergency
- The formulation or provision of alternative solutions relating to fire safety
- The inspection or investigation of, and the provision of advice or a report about, compliance with the *Building Act 1975* or the Building Code of Australia relating to fire safety.

What is a fire protection system?

A fire protection system is a system of fire protection comprising some or all of the following:

- portable fire-fighting appliances, including, for example, wheeled fire extinguishers, fire hoses, fire blankets and portable fire extinguishers
- fire hydrants, with or without pumps
- fire hose reels, with or without pumps
- a fire or smoke detection system, a heat or smoke alarm or another alarm system or emergency warning and communication system

- a fire suppression system or fire sprinkler system, whether solid based, liquid based or gas based
- fire doors, fire shutters and fire damper assemblies
- emergency lighting.

Who will need a licence?

Any person (including an employee or someone working under a subcontract arrangement) who personally performs or supervises fire protection work will be required to hold an appropriate licence (occupational or contractor).

What licence will have to be held?

One of the following licences must be held to be able to personally carry out or supervise fire protection work:

Is anyone exempt from holding this licence?

Yes. Persons exempt from the requirement to hold a fire protection occupational licence are apprentices, trainees and students.

What defines an Apprentice, Trainee & Student?

- An apprentice is a person undertaking employment based training with a signed apprenticeship contract as prescribed in the *Vocational Education, Training and Employment Act 2000*
- A trainee is a person undertaking employment based training with a signed traineeship contract as prescribed in the *Vocational Education, Training and Employment Act 2000*
- A student is a person who carries out fire protection work as part of training under the supervision of teaching staff at a university, college, school or RTO. Does the holder of a current QBCC contractor or nominee supervisor licence have to apply for the occupational licence too?

No. If the work being performed falls within the scope of works of the current licence held an occupational licence is not required.

However, if work to be performed falls outside of the scope of work of the current licence, an occupational licence will be required where the person is going to work as an employee or subcontractor to an appropriately licensed contractor.

Where the person wants to contract with builders or consumers, the normal application process will apply and the applicant will have to apply to hold the appropriate contractor licence, meeting all the licensing requirements.

See the table on the next page for examples.

Work Being Carried Out	Type of Licence Required
Contractor enters into a contract with the public to certify reticulated water based sprinkler and suppression systems.	Contractor is required to hold a licence in Sprinkler and Suppression Systems (Reticulated Water Based) - Certify.
Employee of a contractor, who holds a licence in Special Hazards Suppression Systems, certifies chemical and foam special hazard suppression systems.	Occupational licence in Special Hazards Suppression Systems - Certify (restricted to chemical and foam special hazard systems) is required by the employee.
Contractor holds a licence in Fire Detection, Alarm, and Warning Systems and contracts to a builder to carry out firefighting appliances work.	Contractor is required to hold a contractor licence in both Fire Detection, Alarm, and Warning Systems and Portable Fire Equipment and Hose Reels (Down Stream of Stop Cock only).

can the holder of a fire protection occupational licence contract to homeowners and builders?

No. This licence allows the person to work as an employee or subcontractor to a licensed contractor. To contract to homeowners or builders the person will have to apply for the required contractor licence and meet the technical, financial and managerial requirements.

Can a licensed builder employ a person holding a fire protection occupational licence?

Yes, he may employ (not contract with) a person holding a fire protection occupational licence and then contract to carry out fire protection work permitted under the employee's respective fire licence.

Can a licensed builder carry out any fire protection work?

No. A licensed builder is not able to personally perform any fire protection work, i.e. any work that falls under the scope of work of a fire protection licence. If the builder also holds a fire protection licence, then he is able to carry out the fire protection work permitted under the respective fire licence.

A licensed builder is able to engage appropriately licensed fire practitioners, as subcontractors, to perform fire protection work.

A licensed builder is able to construct fire separating walls.

Can a person holding a 'certify' fire class of licence design fire protection systems?

No, a person holding a 'certify' fire class of licence is not permitted to design fire protection systems as the qualification for this licence does not include design competencies. Persons holding the QBCC 'Install & Maintain' licence class are able to design the fire protection system they are installing. They are not able to design for others.

Designs may also be carried out by Registered Professional Engineers in Queensland.

I hold a fire safety professional licence. Can I design or install fire protection systems?

A fire safety professional can certify the design or installation of a fire protection system. They are not able to design fire protection systems and are not able to install or maintain a fire protection system.

Can a building designer (holding a QBCC design licence in low, medium or open) design fire services in a building?

Where those items are as per the deemed to satisfy provisions of the BCA, they may be included on the plans by the designer.

Other items will need to be designed by the appropriate practitioner, e.g. A QBCC Hydraulic Services Designer licensee or a RPEQ.

Can a carpenter or joiner install and repair fire doors and shutters?

Yes, however a licence in Passive Fire Protection - Fire Doors & Shutters (Certify) is required for the certification as a carpenter or joiner cannot certify.

A carpenter or joiner cannot inspect and test either unless they hold the Passive Fire Protection - Fire Doors and Shutters (Inspect and Test) licence.

Can a licensed builder install fire doors and shutters?

If the licensed builder holds a trade qualification in carpentry, they can install fire doors and shutters.

They are not able to install fire doors and shutters if they do not hold a carpentry trade qualification. They are not able to certify or inspect and test fire doors unless they hold the Passive Fire Protection - Fire Doors and Shutters licence.

What work can locksmiths carry out on fire doors without a QBCC licence?

Work of the type usually performed by a locksmith is exempt from the definition of building work. No licence is required for locksmith work involving installation and repairs to opening hardware, locks,



hinges, closers, stops, door furniture, seals, thresholds, viewers etc on doors.

I have an appropriate occupational plumbing or sprinkler fitting licence with the Plumbing Industry Council (PIC), am I able to install pump-sets, sprinkler systems, hydrants and hose reels for my employer?

Yes, you are able to install and maintain (including inspect and test) those items permitted under your PIC licence as an employee, without holding the QBCC Fire Occupational licence.

This means you are also able to prepare an installer's statement* upon installation. As an employee, you are not able to certify that work unless you hold the QBCC Fire Occupational licence in the certify class. You are not able to contract with a builder or consumer without a QBCC Contractor licence.

* An installer's statement is a statement about the installation of a fire protection system

I am a licensed Electrical Mechanic. Am I able to install emergency lighting and fire detection, alarm and warning systems?

Yes, you are able to install and maintain (including inspect and test) those items as an employee, without holding the QBCC fire occupational licence.

This means you are also able to prepare an installer's statement* upon installation. As an employee, you cannot certify that work unless you hold a QBCC fire occupational licence in the certify class.

* An installer's statement is a statement about the installation of a fire protection system

I have a fire protection contracting company. My company is licensed in some fire classes but not all. One of my employees holds a fire occupational licence in emergency lighting and my company does not. Can I contract for emergency lighting work?

No, the company cannot contract for work for which it does not hold the appropriate QBCC Contractor licence

Is a fire licence required for an air-conditioning contractor to install fire dampers during the installation of a ducted air-conditioning system?

No, Fire dampers are part of the air-conditioning system and therefore can be installed by the air-conditioning contractor. The contractor can also carry out passive fire protection work including fire rated penetrations of the air-conditioning system they install but cannot certify this work.

Certification for the damper installation can only be carried out by a holder of a Passive Fire Protection - Fire Doors & Shutters (Certify) licence. Certification for penetration and joint sealing can only be carried out by a holder of a Passive Fire Protection - Fire Collars, Penetration and Joint Sealing (Certify) licence.

Is a QBCC licence required to 'Certify' or 'Inspect & Test' stairwell pressurisation systems?

Yes, a QBCC licence in Fire Safety Professional or Refrigeration, Air-conditioning and Mechanical Services including unlimited (or limited) design is required. If the work involves professional engineering services under the Professional Engineers Act 2002, then they will need to be a registered engineer (RPEQ)

Can a building certifier approve the building plans for a building which includes fire services?

Yes, a valid certification licence allows the holder to perform this work.

Can a building certifier certify the installed fire services for a building that is the subject of a Building Development approval?

Yes, a valid certification licence allows the holder to perform this work.

Can a building certifier certify the fire services for a building that is not the subject of a Building Development approval?

No, in this case he is not able to certify the fire services without holding the relevant fire licence (certify class).

Can a building certifier carry out an audit or inspection or provide advice on fire services for a completed building?

No, in this case he is not able to do this work without holding a relevant fire licence.

Can a building certifier provide pre-construction preliminary advice on fire services where not engaged as a building certifier?

No, in this case he is not able to do this work without holding relevant fire licence.

Who can sign a Form 15 or 16?

A form 15 or 16 can be signed by a person deemed to be competent by the building certifier. The decision on whether to accept a person as competent rests with the building certifier.

The QBCC does not regulate the legislation governing Forms 15 and 16. This is regulated by the Department of Local Government and Planning, Building Codes Queensland division. For more advice on this matter, BCQ can be contacted on (07) 3239 6369.

Who needs an emergency procedures licence?

- A QBCC Emergency Procedures licence is required by practitioners who are developing emergency evacuation procedures for the controlled evacuation of buildings, structures and workplaces during a fire emergency.
- A Fire Safety Adviser (FSA) is able to develop these procedures for the building where they are acting as FSA without holding the QBCC Emergency Procedures licence. They are not able to develop them for other buildings.
- A building owner, building manager or facilities manager is able to develop these procedures for their own building without holding the QBCC Emergency Procedures

licence. They are not able to develop them for other buildings.

I am a RPEQ. Do I need a QBCC licence as well?

Registered Professional Engineers in Queensland do not need a QBCC licence to carry out work under their professional engineering practice.

This generally means a RPEQ is able to design and certify (including inspect and test) fire protection systems but are not able to install or maintain them.

To install or maintain fire protection systems, the appropriate QBCC licence is required.

Do I need a QBCC licence as a diesel fitter working on fire pumps?

No, diesel fitters do not require a QBCC licence to install or maintain the

diesel engines forming part of the fire pump system.

Who can carry out work on the respective electrical and mechanical components of a fire suppression system?

- **Electrical components:** A QBCC licensee holding the fire detection, alarm and warning systems licence can isolate the mechanical components of the fire suppression system to carry out work on the electrical components of the fire suppression system – extra low voltage only. A licensed electrical mechanic can also perform this work.
- **Mechanical components:** A QBCC licensee holding the special hazard suppression systems licence can isolate the electrical components of the fire suppression system to carry out work on the mechanical components of the fire suppression system.

Can a practitioner with a QBCC Fire Detection, Alarm and Warning Systems licence in the install or maintain licence class disconnect and



reconnect the gas cylinder of a special hazards suppression system?

Yes, he is able to remove and replace stored pressure cylinders of a gas suppression system.

Can a practitioner with a sprinkler and suppression systems (reticulated water based) licence carry out work on reticulated water mist systems?

Yes, he is also able to carry out work on water mist systems.

Can a QBCC licensed plumber install fire collars?

Yes, they are able to install cast-in or retrofit fire collars to plumbing services.

Can a drywall plasterer install fire-rated mastic as part of the construction of a fire-rated wall or ceiling system?

A QBCC-licensed drywall plasterer can "construct and install plasterboard non-load bearing, fire-rated walls and ceilings".

If the fire-rated wall or ceiling (tested) system requires fire-rated mastic around the perimeter or in control/expansion joints (all as per the "tested" system), they are able to install these. They can also install sheeting to load bearing fire-rated walls.

A QBCC-licensed drywall plasterer can install fire-rated access panels but is not able to perform any other fire-rated penetration or joint sealing work unless they hold a QBCC licence in Passive Fire Protection - Fire collars, Penetrations and Joint Sealing.

What are the approval requirements when repairing damaged fire-rated walls or ceilings?

All repairs must be carried out by a QBCC-licensed contractor. Any repairs to fire-rated walls or ceilings (irrespective of their age) will need to be assessed and approved under a building development approval with all work complying with current standards.

Contact your building certifier for advice.

As a building owner, can I carry out fire protection work myself?

While a building owner does not require a QBCC licence to personally perform fire protection work with a value less than \$1,100 under the Building Fire Safety Regulation 2008, fire protection work performed to comply with QDC MP6.1, must be performed by a person holding an appropriate QBCC licence.

Similarly, if an occupational licence issued by the Plumbing Industry Council or Electrical Safety Office is required to carry out the work (e.g. fire protection work that comprises plumbing or electrical work), the owner must hold the relevant occupational licence.

I work on fire detection, alarm and warning systems and hold an appropriate QBCC licence or an appropriate electrical licence. Do I also need to hold Australian Communications and Media Authority (ACMA) cabling registration?

If the work you are carrying out connects, or has the ability to connect, to a telecommunications network then you are required to be an ACMA registered cabler. You must hold the ACMA cabling registration as well as the QBCC or electrical licence.

For more information on cabling registration please visit the ACMA website www.acma.gov.au/WEB/STANDARD/pc=PC_300153 or phone 1300 850 115.

What class of licence is required to carry out annual surveys under AS1851?

These surveys must be certified ("signed off") by a QBCC licensee holding the certify category of licence. They can be based upon evidence obtained in the field by other QBCC-licensed fire practitioners holding the same class of licence in any category (I&M or I&T). Supplementary evidence may also be obtained from the building owner or occupier.

Extinguishing agent handling licence



Under Federal Government legislation, systems and extinguishers using ozone depleting substances and synthetic greenhouse gases are permitted. However, they must be serviced and maintained by technicians who hold an Extinguishing Agent Handling licence (EAHL).

Before working on any gaseous fire suppression system or portable fire extinguisher, technicians should check they hold an appropriate EAHL licence.

For more information please contact: Executive Officer – Ozone Protection, Fire Protection Industry (ODS & SGG) Board,

T: (03) 9890 1544, E: ozone@fpaa.com.au

Fact sheet:

[www.fpaa.com.au/licencing/?licencing=factsheets
®ister=ozone](http://www.fpaa.com.au/licencing/?licencing=factsheets®ister=ozone)

How to obtain a fire occupational licence

To apply for a fire occupational licence you must provide the following:

- a completed copy of the application form
- payment of the application fee
- proof of identity
- meet the relevant technical requirement

How can I change my fire occupational licence to a nominee supervisor or contractor licence?

To apply for a nominee supervisor or contractor licence you must provide the following:

- a completed Individual Licence Application form
- payment of the application fee
- a copy of the approved managerial qualification
- experience and references

Need more information

Call QBCC on 139 333, check out our website at www.qbcc.qld.gov.au or visit your local QBCC office.



Fire Safety Professional – Occupational

Download this scope of work – Fire Safety Professional Occupational (PDF)

Scope of work

- The formulation and provision of alternative solutions to fire safety
- The inspection of, or reporting on, buildings (including existing, temporary or special structures) against fire performance legislation, such as the Building Code of Australia and *Building Act 1975*
- Certify, inspect and test a fire protection system

Note: The scope of work does not include professional engineering services under the *Professional Engineers Act 2002*.

Qualifications required

- successful completion of a Graduate Diploma in Building Fire Safety and Risk Engineering EGQB, or
- successful completion of a course the commission considers equivalent to the one above.

Licence types

You can apply for this licence class as a:

- Fire Protection Occupational

Important note:

- Interstate Applicants – may be eligible to obtain a licence through Mutual Recognition
- Overseas Applicants – may have to have an overseas qualification assessed for equivalency prior to applying.

Registered Training Organisations

Registered Training Organisations issue formal qualifications to people who successfully complete training. Please note that this list is a guide only and subject to change. We strive to ensure that the information contained is accurate and up-to-date.

Other qualifications can be:

- apprenticeship papers
- documentation showing you successfully completed the appropriate course for this licence class
- documentation showing you successfully completed an equivalent course for this licence class (e.g. similar modules)
- recognition certificate
- a qualification of statement of attainment of the required competency issued by an approved authority for the licence class.

Recognition of prior learning

If you do not hold a formal technical qualification, you may be able to obtain it through recognition of prior learning (RPL) by a Registered Training Organisation (RTO). The following RTO may be able to provide RPL services for this class:

Victoria University

Address: Centre for Environmental Safety and Risk Assessment
Faculty of Health, Engineering and Science

Phone: 03 9199 8035

Email: cesare@vu.edu.au

Website: <http://www.vu.edu.au/cesare>

QB CC

RAI QFES ; QBCC

-JAM-

- Tony Tomaski; Neil Damsie; Chris White

* QFES - Annual

Reg

Build approve

* Full evacuation → 3 monthly.

* Fire ramps etc not in BCA.

* QFES → Special Fire Services → Advise ~~the~~ Building Reg

ONLY → Building Code

NCC

* Vulnerable persons with special Height needs

↳ Class 9B only
hasn't kept up with ECEC
in multi-story

* QFES No authority to mandate for all

* If change of Class → could mandate QDC → Bring into
Certifier ↳ Can consider extent of works
& existing fire safety measures

* Performance Based Building Solutions

↳ Depends on Building Certification

→ Can get Class 9b for that part of building

* Dedicated emergency services lift for buildings over certain height

* Fire detection alarm system "cascading" (25+)

* Requires sprinklers

* "FSA" → Triggered by over 25 levels

* QBCC licensed → ~~potential to be a fine by the council~~

* Perf Based Solution - International fire standards.

* AS 3745 - not law → Emergency Control Standard

* If Perf Based Soln can be legislated

→ Fire Warden system only → Not how to evacuate.

* Class/ Licence Category \Rightarrow QBCC
 \rightarrow ~~Fire Licence Professional~~

Fire Safety Engineer/
Fire Safety Professional
Nominating

* FSA not expert in evacuation

\downarrow QBCC FR
expect how
people get out
into stairwell.
before smoke/heat

* Under 25 \rightarrow no pressurised system
levels

* Weigh up Risk Management.

* Fire isolated stairs \rightarrow doors open

Competency?

* Fire occupational

* Building Code \rightarrow Firestairs \rightarrow Dimensions req'd
 \rightarrow Variations allowed.

* Variations \rightarrow QDC \rightarrow DTS
PBS
Combo DTS + PBS

Perf Based Solution \rightarrow Widths etc of fire stairs

(If more than Deemed to Satisfy)

* PBS that incorp safe navigation for children as part
 \rightarrow Check licence class who would prepare. procedures
Tony to
check

* Child hand railing can interfere with dimensions in
stairwell

(Cont),
9AM

09 01 18

(2)

QRA / QBCC / QFES

* If Commission deems is effective could direct??

② * QFES - Can come to 15 MVS - Greg's MV

① * Check QBCC licence no. ^{ONLINE} → What licensed for
FSA → 8 modules to help client work out how
2008 to eval
BFSR

→ Not experts

But we get them to consider child element → Good ^{QFES}

- Fire Safety Professional Licence
- RPO → ^{Fire Risk} Engineering

* QFES → Gives old FSA no. ^{licence}

↳ Some ^{broad} competencies in training re wardens.

→ Competency
Covers
Eval??

Follow Up

* Invite Tony to meeting on Monday
with DHPW

* DHPW to involve QFES Early re any QDC
charges

Meeting with DHPW x QBCE - 2pm -

① Vulnerable cohort

② Over & above

* NCC → (BCA) Review 2019

① 2007 Report -

Considered by ABCF
didn't accept all
recs → safe havens
→ able to detect
systems

② QDC
came in

③ NCC

* S. Burton has picked up further → children considered < 7 y.o.

* VIC has own variation

→ "new classification"

→ Handrails (slits gaps reduced)

→ Dedicated fire stairs etc

New building ~~or~~
50% renovated
ONLY

Exceptional otherwise to
existing
→ expense

Balance to ensure building
not closed down.

Individually inspected

Children → Legvise change
reg'd (Building
Act)
→ "aged care"

— DTS - Criteria to satisfy performance to QDC

When building approved

- Classification etc (different level of fire safety → use) - Egress, Early warning, Emergency services ("foundation tenant")
- Certifier obliged to comply with NCC

↳ Child Care Centres → nappy change, toilets etc.
(currently facilities related only)

- Building work to existing → Change of class

- 25m + 6/7 storeys → Sprinklers req'd

↳ Generally more ~~exit~~ exits & wider

* If doesn't meet
DTS.

→ On Cert of Class.

If is a requirement

Performance Solution address can't
comply.

LG
QBS
can
enforce

* Amend QDC
 - Govt's req'd
 - Cost/benefit
 - Scale
 - Existing builds / new builds
 - Practical impacts
 * Interest
 * Capacity Impact
 - Int'l Sources
 "Land Use" → View of Councils (planning) → No. interested parties
 * Minister approves recommendation

* PFG
 • Smoke detect'n
 • Sprinklers
 • Hand rails
 • Ability to evacuate safely

LGR → Nicole
 - BCI - Sun Coast
 - GCCC
 planning

* Firestair
 * Ergonomic Expert
 * Fire safety Engineers
 * ABCB Contacts
 → DHPW

* BRIEF NEW MIN → Write to Min DHPW? → Lisa
 ADMIN'VE POLICY → AOT

* Kenmore - Evac to place of safety
 → Complaint

* Monitoring Visits → Craig or Mark
 → Only Regions

Sunshine Coast
 Procedure
 Fire Stairs

JEFFERY, Mark

From: DENYSIV, Larissa
Sent: Tuesday, 17 April 2018 2:25 PM
To: DL - ECEC A&R
Subject: Multi-storey service guidance
Attachments: NQF Fact Sheet_multi-storey buildings.pdf

Hi Everyone

Please note that the attached Fact Sheet has been approved for publication. We are able to include with correspondence if we identify someone is proposing to operate from a multi-storey building.

Kind Regards

Larissa Denysiv

Director, Approvals and Review
Regulation, Assessment & Service Quality
Early Childhood & Community Engagement Division
Department of Education

P: 07 3328 6910

M: [47F - Person](#)

E: Larissa.Denysiv@qed.qld.gov.au

PO Box 15033 | City East QLD 4002



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National Quality Framework
Fact sheet for approved providers



Guidance for approved providers — early childhood education and care services operating in multi-storey buildings

What is the purpose of this document?

The Chief Executive of the Department of Education is the Regulatory Authority responsible for regulating approved Queensland early childhood education and care services (ECEC services). Most of these services are regulated under the National Quality Framework (NQF) which comprises the *Education and Care Services National Law* (the National Law), the *Education and Care Services National Regulations* (the National Regulations) and the National Quality Standard.

This document specifically outlines the matters the Queensland Regulatory Authority (QRA) will consider when assessing an application for service approval, and when conducting monitoring and compliance visits to ECEC services operating in multi-storey buildings.

The safety, health and wellbeing of children is a paramount consideration for the QRA.

Factors specific to the individual layout of the proposed ECEC service premises and facilities should be considered by the approved provider early in the planning and design stages of construction in consultation with an architect, developer, planner or building practitioner who is familiar with the requirements of the National Quality Framework.

What is a multi-storey building?

The QRA describes ECEC services operating in multi-storey buildings as those services operating from premises that contain three or more storeys.

ECEC services operating in multi-storey buildings present a unique set of circumstances which must be taken into account when developing a safe environment for children, including the development and implementation of safe and effective emergency and evacuation plans.

What does the National Law say?

Section 47 of the National Law provides that in determining an application for a service approval under section 43, the Regulatory Authority must have regard to matters including:

- the suitability of the education and care service premises and the site and location of those premises for the operation of an education and care service; and
- the adequacy of policies and procedures of the service.

Under section 51 of the National Law, a service approval is granted subject to the condition that the service is operated in a way that ensures the safety, health and wellbeing of the children being educated and cared for by the service.

Under section 51(5) of the National Law, a service approval is also granted subject to any other conditions imposed by the Regulatory Authority.

What are your obligations as an approved provider?

Section 167 of the National Law provides that an approved provider of an ECEC service **must** ensure that every reasonable precaution is taken to protect children at the service from harm and any hazard likely to cause injury. This would include fire as well as foreseeable hazards in an emergency evacuation.

Regulation 168 of the National Regulations provides that the approved provider of an ECEC service must ensure that the service has in place policies and procedures in relation to certain matters, including emergency and evacuation, which must incorporate the matters set out in regulation 97.

Regulation 97(1) provides that the emergency and evacuation procedures required under regulation 168 must set out:

- (a) instructions for what must be done in the event of an emergency
- (b) an emergency and evacuation floor plan.

Regulation 97(2) provides that, for the purposes of preparing the emergency and evacuation procedures, the approved provider of an education and care service must ensure that a risk assessment is conducted to identify potential emergencies that are relevant to the service.

Regulation 97(3) provides that, in the case of a centre-based service, the emergency and evacuation procedures are **rehearsed every 3 months** by the staff members, volunteers and children present at the service on the day of the rehearsal and the responsible person in relation to the service who is present at the time of the rehearsal. These rehearsals must be documented.

In accordance with regulation 97(4), an approved provider must ensure that a copy of the emergency and evacuation floor plan and instructions are displayed in a prominent position near each exit at the education and care service premises.

Note: The Building Fire Safety Regulation (s. 5) provides that an evacuation route in relation to a building means a path of travel to a place of safety outside the building.

Expert advice

It is the expectation of the Regulatory Authority that the required emergency and evacuation policies, procedures and plans are developed by, or in consultation with, a person or persons with appropriate expertise, such as a person licensed in respect of Emergency Procedures by the Queensland Building and Construction Commission, or an appropriately qualified fire safety advisor or fire safety engineer.



Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in a multi-storey building should address the following:

1. Premises
2. Processes
3. People
4. Educational program

1. Premises

An approved provider should consider the following matters:

- The requirements of other legislation or codes - for example:
 - installation of automatic smoke detection, alarm systems and sprinkler systems
 - installation of fire rated safe havens with applicable certification
 - installation of dedicated fire stairs
 - installation and testing of fire-fighting equipment to the required standards.
- Installation of child height handrails on fire stairs (considering both the height of the balustrades and any potential fall zones from the stairwell).

- Suitability of the external place of safety to which the evacuation must occur (e.g. is it located in a busy city street or carpark?). How will you manage the risks?
- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

2. Processes

The processes in the ECEC service's emergency and evacuation policies, procedures and plans should be consistent with the overall approved fire evacuation scheme for the building. Building Management should be consulted in the development of these materials.

Examples of matters that the approved provider should consider (please note this is not an exhaustive list):

- Emergency and evacuation policies, procedures and plans are developed in accordance with the *Fire and Emergency Services Act 1990 (Qld)* and *Queensland Building Fire Safety Regulation 2008 (Qld)*.



- Adoption of emergency control procedures e.g. AS3745 – *Planning for emergencies in facilities (including emergency plans and emergency response exercises)*.
- The National Law requirement to conduct, every 3 months, rehearsals of emergency and evacuation procedures. This includes quarterly rehearsals of full evacuation exercises to a place of safety outside the building in addition to other emergency exercises such as 'lock downs', including the identification of who will attend to observe and provide guidance on the service rehearsals.
- The number of non-ambulant infants and young toddlers attending the ECEC service, including the number of children who may not be confident walking down stairs and the behaviour of young children during emergencies (usually relevant to children under 3 years of age).
- The physical capability of individual children to manage multiple flights of stairs and the number of children requiring assistance on stairs.
- The impact of a full building evacuation where the building is not solely occupied by the ECEC service (for example, offices situated in floors above and/or below the service with adult occupants). Is there a need for staged evacuation procedures?
- The currency of staff training and preparedness for emergencies, with consideration of staff confidence, any temporary/casual staff and knowledge of how to effectively follow a complex evacuation procedure during an emergency.
- The items that should be taken by staff during an evacuation, such as a mobile phone and emergency contact numbers for the children, first aid kit and possibly foot coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.



3. People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff to be available at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
- Ensuring families are familiar with the evacuation procedures of the service and, as relevant, assist in embedding some of the above skills at home.

It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/ barriers that are at a height of at least 1.8 metres.

Further enquiries about this policy should be made by email at ecis@qed.qld.gov.au

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JEFFERY, Mark

From: JEFFERY, Mark
Sent: Friday, 18 May 2018 12:18 PM
To: DENYSIV, Larissa
Subject: Accepted: Amendment to multi-storey fact sheet

Released under FOI Act by DOE

JEFFERY, Mark

From: JEFFERY, Mark
Sent: Friday, 18 May 2018 1:17 PM
To: DENYSIV, Larissa
Subject: FW: Queensland Regulatory Authority Multi-storey Service guide
Attachments: NQF Fact Sheet_multi-storey buildings.pdf

Found in HPERM: 18/182447

Kind Regards

Mark Jeffery
Principal Program Officer

Regulation, Assessment and Quality Improvement
Early Childhood and Community Engagement
Department of Education

P: 07 3328 6716

E: mark.jeffery@qed.qld.gov.au

AM60 | 60 Albert Street | Brisbane QLD 4000

PO Box 15033 | City East QLD 4002



Please consider the environment before printing this email.

From: JEONG, Dawoon **On Behalf Of** ECIS

Sent: Monday, 9 April 2018 3:07 PM

To: JustinBougoure@logan.qld.gov.au; stephenball@logan.qld.gov.au; Stephen.Whitby@sunshinecoast.qld.gov.au; Rebecca.Theodosiou@sunshinecoast.qld.gov.au; Aimee.Byrnes@brisbane.qld.gov.au; RSHARPE@goldcoast.qld.gov.au

Cc: EDWARDS, Nicola; DENYSIV, Larissa

Subject: Queensland Regulatory Authority Multi-storey Service guide

Dear Colleagues

Thank you for meeting with the Queensland Regulatory Authority (QRA) recently to discuss your pre-development approval processes and a range of issues relating to early childhood education and care services located in multi-storey buildings.

At the time of our meetings, the Regulatory Authority was in the process of developing a fact sheet in relation to considerations of the Regulatory Authority in relation to applications received proposing to operate an early childhood education and care service from a multi-storey building. Thank you again for your agreement to distribute the fact sheet at your pre-development approval meetings with clients.

I am pleased to advise that the fact sheet "*Guidance for approved providers — early childhood education and care services operating in multi-storey buildings*" has been finalised. An electronic version of the fact sheet is attached to this email for distribution electronically where appropriate.

Please note the Regulatory Authority is currently organising hard copies of the document which will be sent to your respective offices for distribution as required.

Please contact me directly if you have any queries.

Kind Regards

Larissa Denysiv

Director, Approvals and Review
Regulation, Assessment & Service Quality
Early Childhood & Community Engagement Division
Department of Education

P: 07 3328 6910

M: [47F - Person](#)

E: Larissa.Denysiv@qed.qld.gov.au

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ecis@qed.qld.gov.au

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Thursday, 25 January 2018 10:12 AM
To: 'kirsty.cronan@brisbane.qld.gov.au'
Subject: Council development and planning approval process

Good morning Kirsty

I am contacting several Councils to seek your interest in meeting with us to discuss your planning and development approval process. Nathan Rule, from the Department of State Development provided contact names for the relevant Council areas.

By way of background, the Queensland Regulatory Authority, being the Chief Executive of the Department of Education (the Regulatory Authority) is responsible for the regulation of education and care services in Queensland under the National Quality Framework. We also assesses applications for child care services in Queensland.

The Regulatory Authority is currently undertaking a review of existing ECEC services located in multi-storey buildings, including consideration of their fire evacuation procedures.

We are also considering some current applications for service approval which are in the process of being built or some are nearing completion and we are identifying safety issues for children as part our assessment process.

As part of the original development and planning approval processes, **we would like to know what Councils consider** - specifically in relation to a child care centre.

Could you please advise your interest in meeting with us and your earliest availability to meet and I will organise a meeting.

Please feel free to call me to discuss if you would like any further information.

Many thanks

Nicola Edwards

Manager

Approvals and Reviews

Regulation, Assessment & Service Quality

Early Childhood & Community Engagement Division

Department of Education

P: 07 3328 6791

E: nicola.edwards@det.qld.gov.au

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Thursday, 25 January 2018 9:58 AM
To: 'patricia.jensen@sunshinecoast.qld.gov.au'
Cc: 'rebecca.theodosiou@sunshinecoast.qld.gov.au'; DENYSIV, Larissa
Subject: Council development and planning approval process

Good morning Patricia

I contacted your office this morning and spoke with Rebecca Theodosiou about setting up a meeting with you to discuss your development and planning processes.

By way of background, the Queensland Regulatory Authority, being the Chief Executive of the Department of Education (the Regulatory Authority) is responsible for the regulation of education and care services in Queensland under the National Quality Framework. We also assesses applications for child care services in Queensland.

The Regulatory Authority is currently undertaking a review of existing ECEC services located in multi-storey buildings, including consideration of their fire evacuation procedures.

We are also considering some current applications for service approval which are in the process of being built or some are nearing completion and we are identifying safety issues for children as part our assessment process.

As part of the original development and planning approval processes, **we would like to know what Councils consider** - specifically in relation to a child care centre.

Please advise your interest in meeting with us and your earliest availability to meet and I will organise a meeting.

Please feel free to call me to discuss if you would like any further information.

Thank you, and enjoy your long weekend,

Many thanks

Nicola Edwards

Manager

Approvals and Reviews

Regulation, Assessment & Service Quality

Early Childhood & Community Engagement Division

Department of Education and Training

P: 07 3328 6791

E: nicola.edwards@det.qld.gov.au

PO Box 15033 | City East Qld 4002

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Thursday, 25 January 2018 10:20 AM
To: 'mmoran@goldcoast.qld.gov.au'
Subject: Council development and planning process

Good morning Michael

I am contacting several Councils to seek your interest in meeting with us to discuss your planning and development approval process. Nathan Rule, from the Department of State Development provided contact names for the relevant Council areas.

By way of background, the Queensland Regulatory Authority, being the Chief Executive of the Department of Education (the Regulatory Authority) is responsible for the regulation of education and care services in Queensland under the National Quality Framework. We also assesses applications for child care services in Queensland.

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Please feel free to call me to discuss if you would like any further information.

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Nicola Edwards

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Thursday, 25 January 2018 10:23 AM
To: 'rsharpe@goldcoast.qld.gov.au'
Cc: mmoran@goldcoast.qld.gov.au
Subject: Council development and planning approval process

Good morning Roger

I am contacting several Councils to seek your interest in meeting with us to discuss your planning and development approval process. Nathan Rule, from the Department of State Development provided contact names for the relevant Council areas. I have also sent this email to Michael Moran of Gold Coast City Council, before I realised you may be in the same office.

By way of background, the Queensland Regulatory Authority, being the Chief Executive of the Department of Education (the Regulatory Authority) is responsible for the regulation of education and care services in Queensland under the National Quality Framework. We also assesses applications for child care services in Queensland.

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Please feel free to call me to discuss if you would like any further information.

Many thanks

Nicola Edwards

Manager

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Thursday, 25 January 2018 10:27 AM
To: 'stephenball@logan.qld.gov.au'; 'justinbougoure@logan.qld.gov.au'
Subject: Council development and planning approval process

Good morning Stephen and Justin

I am contacting several Councils to seek your interest in meeting with us to discuss your planning and development approval process. Nathan Rule, from the Department of State Development provided contact names for the relevant Council areas.

By way of background, the Queensland Regulatory Authority, being the Chief Executive of the Department of Education (the Regulatory Authority) is responsible for the regulation of education and care services in Queensland under the National Quality Framework. We also assesses applications for child care services in Queensland.

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Please feel free to call me to discuss if you would like any further information.

Many thanks

Nicola Edwards

Manager

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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Tuesday, 22 May 2018 2:24 PM
To: JEFFERY, Mark
Subject: FW: HPE Records Manager Notification: 18/156326 - Multi-storey buildings- accessible version
Attachments: Multi-storey buildings- accessible version.tr5

Hi Mark

Please see accessible version for updating. Thanks!

Many thanks

Nicola Edwards

Manager

Approvals and Reviews

Regulation, Assessment & Service Quality

Early Childhood & Community Engagement Division

Department of Education

P: 07 3328 6791

E: nicola.edwards2@qed.qld.gov.au

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From: EDRMS.INFO@det.qld.gov.au [mailto:EDRMS.INFO@det.qld.gov.au]

Sent: Tuesday, 22 May 2018 1:40 PM

To: EDWARDS, Nicola <Nicola.EDWARDS@qed.qld.gov.au>

Subject: HPE Records Manager Notification: 18/156326 - Multi-storey buildings- accessible version

Please do not reply to this email notification.

Bronwyn Smith has placed record 18/156326 concerning 'Multi-storey buildings- accessible version' (Attachments) in Manager 02 A&R RASQ's HPE Records Manager In-Tray for attention.

Double click on the attachment to view the record in HPE Records Manager. If the record is electronic it may be opened and viewed directly from HPE Records Manager. If the record is hard copy it is on its way and should reach you shortly.

After undertaking the required action, 'move' the record in HPE Records Manager to another officer's position or 'enclose' the record in HPE Records Manager into its relevant container (file).

[Security Classification Label: Unclassified]

If you require HPE Records Manager assistance, contact ICT Support by:

Web - <https://qlddet.service-now.com/sco/>

Phone - 1800 680 445

Regards, HPE Records Manager Administrator



Released under FOI Act by DOE

Number of Records 0

Record Number **18/156326**

Title Multi-storey buildings- accessible version
Current Location Principal Community Engagement Officer 02 S&SD ECCE since 22/06/2018 at 9:10 AM
Container 18/156316: WWR - RASQ NQF Factsheets
Record Type Attachments
Attachment Type Reference Material
All contacts Principal Community Engagement Officer 09 S&SD ECCE (Author)
Date Created 21/03/2018 at 4:19 PM
Date Due
Electronic Details In HPE Records Manager document store, Microsoft Word Document, 21.5 KB
Mov His 18/156326 Current Location Changed - Principal Community Engagement Officer 02 S&SD ECCE (Friday, 22 June 2018 at 9:10:54 AM) - done by 'nsedw0' on 22/06/2018 at 9:11 AM
18/156326 Current Location Changed - Manager 02 A&R RASQ (Friday, 22 June 2018 at 8:20:30 AM) - done by 'lmden0' on 22/06/2018 at 8:20 AM
18/156326 Current Location Changed - Director Approvals and Reviews RASQ (Thursday, 21 June 2018 at 5:05:21 PM) - done by 'coma0' on 21/06/2018 at 5:05 PM
18/156326 Current Location Changed - Executive Director Regulation Assessment and Service Quality ECCE (Tuesday, 29 May 2018 at 11:26:58 AM) - done by 'lmden0' on 29/05/2018 at 11:27 AM

Additional Reference

Notes "Thursday, 26 July 2018 at 10:05:44 AM (GMT-10:00) Pohio, Sally:"

"Friday, 22 June 2018 at 10:51:47 AM (GMT-10:00) Potio, Sally:"
Content progressed to CEP for layout.

"Friday, 22 June 2018 at 9:10:46 AM (GMT-10:00) Edwards, Nicola:"
Sal and Bron, could you please progress this fact sheet for publication? It has ED, RASQ approval of content. Will also go ahead with 100 printed copies - will email you to confirm. thanks Nicola

"Friday, 22 June 2018 at 8:20:29 AM (GMT-10:00) Denysiv, Larissa:"
Nicola please progress updated version for publication.

"Thursday, 21 June 2018 at 5:05:18 PM (GMT-10:00) O'Malley, Catherine:"
Approved thank you.

"Tuesday, 29 May 2018 at 11:26:57 AM (GMT-10:00) Denysiv, Larissa:"
Cathy updates made from our meeting with Bron - highlighted in yellow for your consideration please.

"Tuesday, 29 May 2018 at 10:35:09 AM (GMT-10:00) Edwards, Nicola:"
Fact sheet reviewed and allocated to Director A&R (LD) for review and approval.

Larissa, please see edits highlighted in yellow for your review and approval please. thanks Nicola

"Monday, 28 May 2018 at 9:17:47 AM (GMT-10:00) Jeffery, Mark:"
Requested changes made to page 1 and page 3 highlighted yellow of multi-storey fact sheet.

Progressed to Nicola Edwards, Manager, A&R for review and progression for ED RASQ approval for updated publication with completion of necessary S&SD publication forms.

"Tuesday, 22 May 2018 at 1:38:13 PM (GMT-10:00) Smith, Bronwyn:"

"Tuesday, 22 May 2018 at 1:38:09 PM (GMT-10:00) Smith, Bronwyn:"
progressed to NE, Pls make changes in track changes so the CEP team can easily identify the changes to be made on the .pdf. thx

Relationship

Alternatively within
Related to

Record Number

18/505780
18/115606

Date Registered

25/09/2018
5/03/2018

National Quality Framework Fact sheet for approved providers

Guidance for approved providers – early childhood education and care services operating in multi-storey buildings

What is the purpose of this document?

The Chief Executive of the Department of Education is the Regulatory Authority responsible for regulating approved Queensland early childhood education and care services (ECEC services). Most of these services are regulated under the National Quality Framework (NQF) which comprises the *Education and Care Services National Law* (the National Law), the Education and Care Services National Regulations (the National Regulations) and the National Quality Standard.

This document specifically outlines the matters the Queensland Regulatory Authority (QRA) will consider when assessing an application for service approval, and when conducting monitoring and compliance visits to ECEC services operating in multi-storey buildings.

The safety, health and wellbeing of children is a paramount consideration for the QRA.

Factors specific to the individual layout of the proposed ECEC service premises and facilities should be considered by the approved provider early in the planning and design stages of construction in consultation with an architect, developer, planner, and building practitioner who should be familiar with the requirements of the National Quality Framework.

What is a multi-storey building?

The QRA describes ECEC services operating in multi-storey buildings as those services operating from premises that contain three or more storeys.

ECEC services operating in multi-storey buildings present a unique set of circumstances which must be taken into account when developing a safe environment for children, including the development and implementation of safe and effective emergency and evacuation plans.

What does the National Law say?

Section 47 of the National Law provides that in determining an application for a service approval under section 43, the Regulatory Authority must have regard to matters including:

- the suitability of the education and care service premises and the site and location of those premises for the operation of an education and care service; and
- the adequacy of policies and procedures of the service.

Under section 51 of the National Law, a service approval is granted subject to the condition that the service is operated in a way that ensures the safety, health and wellbeing of the children being educated and cared for by the service.

Under section 51(5) of the National Law, a service approval is also granted subject to any other conditions imposed by the Regulatory Authority.

What are your obligations as an approved provider?

Section 167 of the National Law provides that an approved provider of an ECEC service **must** ensure that every reasonable precaution is taken to protect children at the service from harm and any

hazard likely to cause injury. This would include fire as well as foreseeable hazards in an emergency evacuation.

Regulation 168 of the National Regulations provides that the approved provider on an ECEC service must ensure that service has in place policies and procedures in relation to certain matters, including emergency and evacuation, which must incorporate the matters set out in regulation 97.

Regulation 97(1) provides that the emergency and evacuation procedures required under regulation 168 must set out:

- (a) instructions for what must be done in the event of an emergency
- (b) an emergency and evacuation floor plan.

Regulation 97(2) provides that, for the purposes of preparing the emergency and evacuation procedures, the approved provider on an education and care service must ensure that a risk assessment is conducted to identify potential emergencies that are relevant to the service.

Regulation 97(3) provides that in the case of a centre-based service, the emergency and evacuation procedures **are rehearsed every 3 months** by the staff members, volunteers and children present at the service on the day of the rehearsal and the responsible person in relation to the service who is present at the time of the rehearsal. These rehearsals must be documented.

In accordance with regulation 97(4), an approved provider must ensure that a copy of the emergency and evacuation floor plan and instructions are displayed in a prominent position near each exit at the education and care service premises.

Note: The building Fire Safety Regulation (s.5) provides that an evacuation route in relation to a building means a path of travel to a place of safety outside the building.

Expert advice

It is the expectation of the Regulatory Authority that the required emergency and evacuation policies, procedures and plans are developed by, or in consultation with, a person or persons with appropriate expertise, such as a person licensed in respect of Emergency Procedures by the Queensland Building and Construction Commission, or an appropriately qualified fire safety advisor or fire safety engineer.

Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in multi-storey building should address the following:

1. Premises
2. Processes
3. People
4. Educational program

1. Premises

An approved provider should consider the following matters:

- The requirements of other legislation or codes for example:
 - installation of automatic smoke detection, alarm systems and sprinkler systems
 - installation of fire rated safe havens with applicable certification

- installation of dedicated fire stairs
- installation and testing of fire-fighting equipment to the required standards
- Installation of child height handrails on fire stairs (considering both the height of the balustrades and any potential fall zones from the stairwell).
- Suitability of the external place of safety to which the evacuation must occur (e.g. is it located in a busy city street or car park?). How will you manage the risks?
- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

2. Processes

The processes in the ECEC service's emergency and evacuation policies, procedures and plans should be consistent with the overall approved fire evacuation scheme for the building. Building Management should be consulted in the development of the materials.

Examples of matters that the approved provider should consider (please note that this is not an exhaustive list):

- Emergency and evacuation policies, procedures and plans are developed in accordance with the *Fire and Emergency Services Act 1990 (Qld)* and *Queensland Building Fire Safety Regulation 2008 (Qld)*.
- Adoption of emergency control procedures e.g. AS3745 – Planning for emergencies in facilities (including emergency plans and emergency response exercises).
- The National Law requirement to conduct, every 3 months, rehearsals of emergency and evacuation procedures. This includes quarterly rehearsals of full evacuation exercises to a place of safety outside the building in addition to other emergency exercises such as 'lock downs', including the identification of who will attend to observe and provide guidance on the service rehearsals.
- The number of non-ambulant infants and young children attending the ECEC service, including the number of children who may not be confident walking down stairs and the behaviour of young children during emergencies (usually relevant to children under 3 years of age).
- The physical capability of individual children to manage multiple flights of stairs and the number of children requiring assistance on stairs.
- The impact of a full building evacuation where the building not solely occupied by the ECEC service (for example, offices situated in floors above and/or below the service with adult occupants). Is there a need for staged evacuation procedures?
- The currency of staff training and preparedness for emergencies, with consideration of staff confidence, any temporary/casual staff and knowledge of how to effectively follow a complex evacuation procedure during an emergency.
- The items that should be taken by staff during an evacuation, such as a mobile phone and emergency contact numbers for the children, first aid kit and possibly foot coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.

3. People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational Program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
- Ensuring families are familiar with the evacuation procedures of the service and, as relevant, assist in embedding some of the above skills at home.

It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/barriers that are at a height of at least 1.8 metres.

Further enquiries about this policy should be made by email at ecis@qed.qld.gov.au.

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National Quality Framework Fact sheet for approved providers

Guidance for approved providers – early childhood education and care services operating in multi-storey buildings

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The safety, health and wellbeing of children is a paramount consideration for the QRA.

Factors specific to the individual layout of the proposed ECEC service premises and facilities should be considered by the approved provider early in the planning and design stages of construction either of a new building or where there is a material change of use to an existing building. The approved provider should consult an architect, developer, planner, and building practitioner who should be familiar with the requirements of the National Quality Framework.

What is a multi-storey building?

The QRA describes ECEC services operating in multi-storey buildings as those services operating from premises that contain three or more storeys.

ECEC services operating in multi-storey buildings present a unique set of circumstances which must be taken into account when developing a safe environment for children, including the development and implementation of safe and effective emergency and evacuation plans.

What does the National Law say?

Section 47 of the National Law provides that in determining an application for a service approval under section 43, the Regulatory Authority must have regard to matters including:

- the suitability of the education and care service premises and the site and location of those premises for the operation of an education and care service; and
- the adequacy of policies and procedures of the service.

Under section 51 of the National Law, a service approval is granted subject to the condition that the service is operated in a way that ensures the safety, health and wellbeing of the children being educated and cared for by the service.

Under section 51(5) of the National Law, a service approval is also granted subject to any other conditions imposed by the Regulatory Authority.

What are your obligations as an approved provider?

Section 167 of the National Law provides that an approved provider of an ECEC service **must** ensure that every reasonable precaution is taken to protect children at the service from harm and any hazard likely to cause injury. This would include fire as well as foreseeable hazards in an emergency evacuation.

Regulation 168 of the National Regulations provides that the approved provider on an ECEC service must ensure that service has in place policies and procedures in relation to certain matters, including emergency and evacuation, which must incorporate the matters set out in regulation 97.

Regulation 97(1) provides that the emergency and evacuation procedures required under regulation 168 must set out:

- (a) instructions for what must be done in the event of an emergency
- (b) an emergency and evacuation floor plan.

Regulation 97(2) provides that, for the purposes of preparing the emergency and evacuation procedures, the approved provider on an education and care service must ensure that a risk assessment is conducted to identify potential emergencies that are relevant to the service.

Regulation 97(3) provides that in the case of a centre-based service, the emergency and evacuation procedures **are rehearsed every 3 months** by the staff members, volunteers and children present at the service on the day of the rehearsal and the responsible person in relation to the service who is present at the time of the rehearsal. These rehearsals must be documented.

In accordance with regulation 97(4), an approved provider must ensure that a copy of the emergency and evacuation floor plan and instructions are displayed in a prominent position near each exit at the education and care service premises.

Note: The building Fire Safety Regulation (SS) provides that an evacuation route in relation to a building means a path of travel to a place of safety outside the building.

Expert advice

It is the expectation of the Regulatory Authority that the required emergency and evacuation policies, procedures and plans are developed by, or in consultation with, a person or persons with appropriate expertise, such as a person licensed in respect of Emergency Procedures by the Queensland Building and Construction Commission, or an appropriately qualified fire safety advisor or fire safety engineer.

Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in multi-storey building should address the following:

1. Premises
2. Processes
3. People
4. Educational program

1. Premises

An approved provider should consider the following matters:

- The requirements of other legislation or codes for example:
 - installation of automatic smoke detection, alarm systems and sprinkler systems
 - installation of fire rated safe havens with applicable certification
 - installation of dedicated fire stairs
 - installation and testing of fire-fighting equipment to the required standards
 - the need for two fire isolated exits from each storey
- Installation of child height handrails on fire stairs (considering both the height of the balustrades and any potential fall zones from the stairwell).
- Suitability of the external place of safety to which the evacuation must occur (e.g. is it located in a busy city street or car park?). How will you manage the risks?
- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

2 Processes

The processes in the ECEC service's emergency and evacuation policies, procedures and plans should be consistent with the overall approved fire evacuation scheme for the building. Building Management should be consulted in the development of the materials.

Examples of matters that the approved provider should consider (please note that this is not an exhaustive list):

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- The National Law requirement to conduct, every 3 months, rehearsals of emergency and evacuation procedures. This includes quarterly rehearsals of full evacuation exercises to a place of safety outside the building in addition to other emergency exercises such as 'lock downs', including the identification of who will attend to observe and provide guidance on the service rehearsals.
- The number of non-ambulant infants and young children attending the ECEC service, including the number of children who may not be confident walking down stairs and the behaviour of young children during emergencies (usually relevant to children under 3 years of age).
- The physical capability of individual children to manage multiple flights of stairs and the number of children requiring assistance on stairs.
- The impact of a full building evacuation where the building not solely occupied by the ECEC service (for example, offices situated in floors above and/or below the service with adult occupants). Is there a need for staged evacuation procedures?
- The currency of staff training and preparedness for emergencies, with consideration of staff confidence, any temporary/casual staff and knowledge of how to effectively follow a complex evacuation procedure during an emergency.
- The items that should be taken by staff during an evacuation, such as a mobile phone and emergency contact numbers for the children, first aid kit and possibly foot

coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.

3. People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational Program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
- Ensuring families are familiar with the evacuation procedures of the service and, as relevant, assist in embedding some of the above skills at home.

It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/barriers that are at a height of at least 1.8 metres.

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ECEC services operating in multi-storey buildings present a unique set of circumstances which must be taken into account when developing a safe environment for children, including the development and implementation of safe and effective emergency and evacuation plans.

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Under section 51 of the National Law, a service approval is granted subject to the condition that the service is operated in a way that ensures the safety, health and wellbeing of the children being educated and cared for by the service.

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Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in multi-storey building should address the following:

1. Premises
2. Processes
3. People
4. Educational program

1. Premises

An approved provider should consider the following matters:

- The requirements of other legislation or codes for example:
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- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

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- The items that should be taken by staff during an evacuation, such as a mobile phone and emergency contact numbers for the children, first aid kit and possibly foot

coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.

3. People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational Program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
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It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/barriers that are at a height of at least 1.8 metres.

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National Quality Framework Fact sheet for approved providers

Guidance for approved providers – early childhood education and care services operating in multi-storey buildings

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Expert advice

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Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in multi-storey building should address the following:

1. Premises
2. Processes
3. People
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1 Premises

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- Suitability of the external place of safety to which the evacuation must occur (e.g. is it located in a busy city street or car park?). How will you manage the risks?
- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

2. Processes

The processes in the ECEC service's emergency and evacuation policies, procedures and plans should be consistent with the overall approved fire evacuation scheme for the building. Building Management should be consulted in the development of the materials.

Examples of matters that the approved provider should consider (please note that this is not an exhaustive list):

- Emergency and evacuation policies, procedures and plans are developed in accordance with *the Fire and Emergency Services Act 1990 (Qld)* and *Queensland Building Fire Safety Regulation 2008 (Qld)*.
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coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.

3 People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

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National Quality Framework Fact sheet for approved providers

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Effective emergency and evacuation policies, procedures and plans for services located in multi-storey building *should* address the following:

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3. People

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It will also be necessary to consider the need for additional staff at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational Program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
- Ensuring families are familiar with the evacuation procedures of the service and, as relevant, assist in embedding some of the above skills at home.

It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/barriers that are at a height of at least 1.8 metres.

Further enquiries about this policy should be made by email at ecis@ged.qld.gov.au.

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Information correct at time of publication September 2018

JEFFERY, Mark

From: O'MALLEY, Catherine
Sent: Tuesday, 17 July 2018 7:34 AM
To: DENYSIV, Larissa; FRAZER, Neale; EDWARDS, Nicola; JEFFERY, Mark; STERN, Craig
Subject: FW: HPRM: FW: Data Request

FYI

Kind regards

Catherine O'Malley
Executive Director
Regulation, Assessment and Service Quality
Early Childhood and Community Engagement
Department of Education
P: 07 332 86770
M: [47F - Personal](#)
Catherine.O'Malley@qed.qld.gov.au
Level 8 | Building AM60 | 42-60 Albert Street |
Brisbane QLD 4000
PO Box 15033 | City East QLD 4002



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From: O'NEIL, Gabrielle
Sent: Friday, 13 July 2018 2:20 PM
To: O'MALLEY, Catherine <Catherine.O'MALLEY@qed.qld.gov.au>
Subject: RE: HPRM: FW: Data Request

Hi Cathy

All emails have now been saved to HPE. The general ones (about resources, fact sheet development etc) are under 'RESOURCES' at 18/370277 (which is in our master folder for Multi Storey - 60/6/5228). The service specific ones are in their service folder (also in the multi storey master folder 60/6/5228).

If you need further details please let me know.

Thanks
Gabby

From: O'MALLEY, Catherine
Sent: Thursday, 12 July 2018 11:29 AM
To: O'NEIL, Gabrielle
Subject: HPRM: FW: Data Request

To TRIM please

Kind regards

Catherine O'Malley
Executive Director
Regulation, Assessment and Service Quality
Early Childhood and Community Engagement
Department of Education
P: 07 332 86770
M: [47F - Personal](#)
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From: JEFFERY, Mark
Sent: Thursday, 12 July 2018 10:11 AM
To: O'MALLEY, Catherine <Catherine.O'MALLEY@qed.qld.gov.au>
Cc: EDWARDS, Nicola <Nicola.EDWARDS@qed.qld.gov.au>; FRAZER, Neale <Neale.FRAZER@qed.qld.gov.au>
Subject: RE: Data Request

Hi Catherine

As requested please find the following information.

Under the Queensland Building Fire Safety Regulation 2008, it is the building occupier's responsibility to:

- appoint and train a Fire Safety Adviser for buildings that are classified as high occupancy (regulation 34); and
- give first-response evacuation instructions for the building to each person working in the building at intervals of no later than 1 month after a person starts and at intervals of no more than 2 years (regulation 36). For a high occupancy building this first-response evacuation instructions must be given by a registered training organisation; or the fire safety adviser for the building (regulation 37).

A building is considered as a High Occupancy if it includes a 9b classification and is a workplace where 30 or more workers are normally employed.

The Queensland Building and Construction Commission issues a licence number and licence class including for Emergency Procedures, upon application to an individual or entity which authorises the development and approval of emergency evacuation procedures for the controlled evacuation of buildings, structures and workplaces during a fire emergency. These individuals and entities are required to have specific technical and managerial qualifications including at least two years of experience in the applicable or equivalent area related to the scope of work.

Of the current 22 approved education and care services in multi-storey buildings in Queensland, 14 services have the following two service approval conditions related to an evacuation rehearsal review report from an emergency procedure expert:

- The Approved Provider must engage an appropriate expert, such as a person/entity holding a Queensland Building and Construction Commission licence in Emergency Procedures, a fire safety advisor or fire safety engineer, to observe and report on one full rehearsal within the first three months of operating the service and then at least annually; and

- A copy of the annual evacuation outcome report, including any recommendations for actioning is to be supplied to the Regional Office of the Regulatory Authority in which the service is located within 7 days upon receipt of the report by the Approved Provider.

The QLD Regulatory Authority is currently engaging with the approved providers for the 8 remaining services to include these conditions on their service approvals.

All new service approval applications for early childhood services in multi-storey buildings and in cases where children under 2 years of age are educated and cared for above ground level, approved providers are requested to engage an appropriate emergency procedure expert to develop and review their emergency and evacuation procedure including how young children are evacuated and if any additional staff are required. The above mentioned conditions in most cases are then included on the service approval.

Kind Regards

Mark Jeffery
Principal Program Officer

Regulation, Assessment and Quality Improvement
Early Childhood and Community Engagement
Department of Education

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PO Box 15033 | City East QLD 4002



Please consider the environment before printing this email.

From: O'MALLEY, Catherine
Sent: Thursday, 12 July 2018 8:55 AM
To: JEFFERY, Mark
Subject:

Mark I need some data this morning can you drop in and see me about this please

Kind regards

Catherine O'Malley
Executive Director
Regulation, Assessment and Service Quality
Early Childhood and Community Engagement
Department of Education
P: 07 332 86770
M: [47F - Personal](tel:0733286770)
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JEFFERY, Mark

From: EDWARDS, Nicola
Sent: Monday, 15 October 2018 10:41 AM
To: JEFFERY, Mark; STERN, Craig; JAGER, Trish
Subject: FW: Queensland Regulatory Authority Multi-storey Service guide
Attachments: NQF Fact Sheet_multi-storey buildings - Sept 2018 version.pdf

FYI – updated version went to Councils.

Many thanks

Nicola Edwards

Manager

Approvals and Review

Regulation, Assessment & Service Quality

Early Childhood & Community Engagement Division

Department of Education

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From: KREBS, Ellen On Behalf Of ECIS

Sent: Monday, 15 October 2018 10:40 AM

To: JustinBougoure@logan.qld.gov.au; Luke.Nixon@brisbane.qld.gov.au; stephenball@logan.qld.gov.au; Stephen.Whitby@sunshinecoast.qld.gov.au; Rebecca.Theodosiou@sunshinecoast.qld.gov.au; RSHARPE@goldcoast.qld.gov.au

Cc: EDWARDS, Nicola <Nicola.EDWARDS@qed.qld.gov.au>; DENYSIV, Larissa <Larissa.DENYSIV@qed.qld.gov.au>

Subject: Queensland Regulatory Authority Multi-storey Service guide

Dear Colleagues

The Queensland Regulatory Authority recently updated the fact sheet "*Guidance for approved providers — early childhood education and care services operating in multi-storey buildings*".

The changes include:

- Clarification that the considerations outlined in the fact sheet apply to a new building or where there is a material change of use of an existing building; and
- Flagging that certain premises may need two fire isolated exits from each storey (as a requirement under other legislation).

An electronic version of the fact sheet is attached to this email for distribution electronically where appropriate. The Queensland Regulatory Authority is also organising for hard copies of the document to be sent to your respective offices for distribution as required.

The Queensland Regulatory Authority remains interested in any feedback you may have received on the fact sheet from the sector, which you send to me via ecis@qed.qld.gov.au or please contact me directly on the details below.

Thank you again for supporting this important work of the Queensland Regulatory Authority by distributing this fact sheet to your clients.

Kind Regards

Larissa Denysiv

Director, Approvals and Review
Regulation, Assessment & Service Quality
Early Childhood & Community Engagement Division
Department of Education

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National Quality Framework
Fact sheet for approved providers



Guidance for approved providers — early childhood education and care services operating in multi-storey buildings

What is the purpose of this document?

The Chief Executive of the Department of Education is the Regulatory Authority responsible for regulating approved Queensland early childhood education and care services (ECEC services). Most of these services are regulated under the National Quality Framework (NQF) which comprises the *Education and Care Services National Law* (the National Law), the *Education and Care Services National Regulations* (the National Regulations) and the National Quality Standard.

This document specifically outlines the matters the Queensland Regulatory Authority (QRA) will consider when assessing an application for service approval, and when conducting monitoring and compliance visits to ECEC services operating in multi-storey buildings.

The safety, health and wellbeing of children is a paramount consideration for the QRA.

Factors specific to the individual layout of the proposed ECEC service premises and facilities should be considered by the approved provider early in the planning and design stages of construction -either of a new building or where there is a material change of use to an existing building. The approved provider should consult an architect, developer, planner, and building practitioner who should be familiar with the requirements of the National Quality Framework.

What is a multi-storey building?

The QRA describes ECEC services operating in multi-storey buildings as those services operating from premises that contain three or more storeys.

ECEC services operating in multi-storey buildings present a unique set of circumstances which must be taken into account when developing a safe environment for children, including the development and implementation of safe and effective emergency and evacuation plans.



Queensland
Government

What does the National Law say?

Section 47 of the National Law provides that in determining an application for a service approval under section 43, the Regulatory Authority must have regard to matters including:

- the suitability of the education and care service premises and the site and location of those premises for the operation of an education and care service; and
- the adequacy of policies and procedures of the service.

Under section 51 of the National Law, a service approval is granted subject to the condition that the service is operated in a way that ensures the safety, health and wellbeing of the children being educated and cared for by the service.

Under section 51(5) of the National Law, a service approval is also granted subject to any other conditions imposed by the Regulatory Authority.

What are your obligations as an approved provider?

Section 167 of the National Law provides that an approved provider of an ECEC service **must** ensure that every reasonable precaution is taken to protect children at the service from harm and any hazard likely to cause injury. This would include fire as well as foreseeable hazards in an emergency evacuation.

Regulation 168 of the National Regulations provides that the approved provider of an ECEC service must ensure that the service has in place policies and procedures in relation to certain matters, including emergency and evacuation, which must incorporate the matters set out in regulation 97.

Regulation 97(1) provides that the emergency and evacuation procedures required under regulation 168 must set out:

- (a) instructions for what must be done in the event of an emergency
- (b) an emergency and evacuation floor plan.

Regulation 97(2) provides that, for the purposes of preparing the emergency and evacuation procedures, the approved provider of an education and care service must ensure that a risk assessment is conducted to identify potential emergencies that are relevant to the service.

Regulation 97(3) provides that, in the case of a centre-based service, the emergency and evacuation procedures **are rehearsed every 3 months** by the staff members, volunteers and children present at the service on the day of the rehearsal and the responsible person in relation to the service who is present at the time of the rehearsal. These rehearsals must be documented.

In accordance with regulation 97(4), an approved provider must ensure that a copy of the emergency and evacuation floor plan and instructions are displayed in a prominent position near each exit at the education and care service premises.

Note: The Building Fire Safety Regulation (s. 5) provides that an evacuation route in relation to a building means a path of travel to a place of safety outside the building.

Expert advice

It is the expectation of the Regulatory Authority that the required emergency and evacuation policies, procedures and plans are developed by, or in consultation with, a person or persons with appropriate expertise, such as a person licensed in respect of Emergency Procedures by the Queensland Building and Construction Commission, or an appropriately qualified fire safety advisor or fire safety engineer.



Elements of an effective emergency and evacuation plan

Effective emergency and evacuation policies, procedures and plans for services located in a multi-storey building should address the following:

1. Premises
2. Processes
3. People
4. Educational program

1. Premises

An approved provider should consider the following matters:

- The requirements of other legislation or codes - for example:
 - installation of automatic smoke detection, alarm systems and sprinkler systems
 - installation of fire rated safe havens with applicable certification
 - installation of dedicated fire stairs
 - installation and testing of fire-fighting equipment to the required standards
 - the need for two fire isolated exits from each storey.

- Installation of child height handrails on fire stairs (considering both the height of the balustrades and any potential fall zones from the stairwell).
- Suitability of the external place of safety to which the evacuation must occur (e.g. is it located in a busy city street or carpark?). How will you manage the risks?
- Location of the younger age groups of children (e.g. non-ambulatory children and young toddlers should be located on the ground floor of the premises, or on a level that provides the easiest possible egress to a place of safety outside the building).

2. Processes

The processes in the ECEC service's emergency and evacuation policies, procedures and plans should be consistent with the overall approved fire evacuation scheme for the building. Building Management should be consulted in the development of these materials.

Examples of matters that the approved provider should consider (please note this is not an exhaustive list):

- Emergency and evacuation policies, procedures and plans are developed in accordance with the *Fire and Emergency Services Act 1990 (Qld)* and *Queensland Building Fire Safety Regulation 2008 (Qld)*.



- Adoption of emergency control procedures e.g. AS3745 – *Planning for emergencies in facilities (including emergency plans and emergency response exercises)*.
- The National Law requirement to conduct, every 3 months, rehearsals of emergency and evacuation procedures. This includes quarterly rehearsals of full evacuation exercises to a place of safety outside the building in addition to other emergency exercises such as 'lock downs', including the identification of who will attend to observe and provide guidance on the service rehearsals.
- The number of non-ambulant infants and young toddlers attending the ECEC service, including the number of children who may not be confident walking down stairs and the behaviour of young children during emergencies (usually relevant to children under 3 years of age).
- The physical capability of individual children to manage multiple flights of stairs and the number of children requiring assistance on stairs.
- The impact of a full building evacuation where the building is not solely occupied by the ECEC service (for example, offices situated in floors above and/or below the service with adult occupants). Is there a need for staged evacuation procedures?
- The currency of staff training and preparedness for emergencies, with consideration of staff confidence, any temporary/casual staff and knowledge of how to effectively follow a complex evacuation procedure during an emergency.
- The items that should be taken by staff during an evacuation, such as a mobile phone and emergency contact numbers for the children, first aid kit and possibly foot coverings for children. Such items could be placed in an 'emergency bag' to be collected by staff upon exiting the premises.



3. People

All staff at the service should be adequately trained in the emergency evacuation procedures and where necessary the use of fire-fighting equipment.

It will also be necessary to consider the need for additional staff to be available at all times (in addition to the number required to meet the educator to child ratios) to assist in the emergency evacuation of children. The calculation of additional staff should be done in consultation with a relevant expert in the development of emergency and evacuation policies and procedures.

4. Educational program

The approved provider should give consideration to:

- The educational program including the provision of opportunities for children to regularly practice and become confident in the skills used in an evacuation such as coordination, following instructions (language) and fine motor skills (regular practice in using stairs).
- Ensuring families are familiar with the evacuation procedures of the service and, as relevant, assist in embedding some of the above skills at home.

It should also be noted that the fencing of outdoor play spaces above ground level and/or with a significant fall height on the other side presents specific challenges. In such cases the Queensland Regulatory Authority will require installation of a fence or barrier that is of a height and design that children preschool age and under cannot go through, over or under, including ensuring that there are non-climbable zones and the installation of fencing/ barriers that are at a height of at least 1.8 metres.

Further enquiries about this policy should be made by email at ecis@qed.qld.gov.au

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**PROPOSAL FOR CHANGE
NATIONAL CONSTRUCTION CODE SERIES**

SUBJECT	CHILD CARE and EARLY CHILDHOOD CENTRE
BCA Volume One:	ALL RELEVANT SECTIONS A, C, D, E, F
Guide to Volume One:	ALL RELEVANT SECTIONS A, C, D, E, F
PCA Volume Three:	NOT APPLICABLE

Proposer's name: Stephen Burton
Proposer's Organisation: Ferm Engineering
Postal address: PO Box 101, Salisbury Qld 4107
Business telephone: 07 3392 7722
Email address: steve@ferm.com.au, admin@ferm.com.au

The Proposal

1. To redefine the methods of use, classification, construction, fire safety and egress provisions for children who will occupy or be placed into child care facilities or "**early childhood centre**" as defined.

The NCC makes special provisions for **residential aged care building** use as the occupants are defined as needing special care and assistance to evacuate.

This condition is no different for a population of the young, our children. Children under 7 years fall under an identical form of incapacity and assistance. So the NCC must include children in the same way as aged care – "**residential care building**".

The NCC is required to address **people with a disability for access**. The current use for this type of occupant is defined in other legislation, but includes the Access to Premises standards. The proposal demonstrates children fall into this category, when not accompanied by an adult – which is the case inside a childcare facility or "**early childhood centre**" as defined.

This proposal cannot be made by those who need this change – the children in the community. This proposal is on their behalf, as adults, this document and its references gives the evidence and solutions to the Board to justifiably make a high risk occupancy safer than NCC 2016 provides.

The Australian community has changed in this sector of building occupancy and the proposal identifies this and creates a change for the children, the most vulnerable people in our community. The number of child deaths in Grenfell tower in the UK, only needs to be a reminder of that fact.

See attached Annexure A:

"NCC 2019 Class 9d Child Care Facilities"
document that contains the details of change.



The Current Problem

2. The Problem

The placement of childcare facilities or "**early childhood centre**" in a building has moved from a single level domestic type construction to high-rise buildings with multiple levels for our modern society. This level of use was never predicted or used by the community until the last 5 years, where it has become a new class of occupancy. High-rise buildings (3 or more levels) in the NCC were not designed for this use. The ability for a child to evacuate on their own, does not exist, only adult minded persons and with normal movement can. The child displays all the signs for meeting the definition as a "**person with a disability**". DP6 cannot be demonstrated using NCC prescriptive provisions. So the NCC is potentially legally liable for the failure. If and when a fire event occurs in Australia, injury or death is a highly likely outcome.

Childcare facilities have been moved into office buildings, shopping centres, apartments and multi-classification high-rise. The real estate industry and developers are filling empty tenancies with this type of industry, promoting for adult staff in an office or shopping centre, to use the childcare by day, take their children home after work, and be in the same or near their building of employment in our cities.

The potential for harm and death is elevated to risk factors not developed into the NCC from its beginnings in the 1980's and amendments over the past 30 years.

My direction to the Board at ABCB is they can be held accountable for the NCC shortcomings once reading this submission and understand its reasons must compel the NCC to change its design measures for these vulnerable and important class of occupant – our children.

3. What Evidence is there?

My evidence is from undertaking reviews, study, research, designs and fire engineering of these facilities over the past 3 years. From first principals in fire safety and evacuation, the NCC cannot deliver a fire safe outcome under prescriptive measures. Each design shows a high risk of fatalities in the analysis. Overseas building codes have identified this and made changes.

My survey of facilities reveals a density of children in excess of 200/floor under 5 years of age, including 70-80 babies under 24 months. The federal instrument that qualifies them as "appropriate" – are the Education Department's in each state. They rely on the NCC for validating the "**early childhood centre**" premises is safe to occupy the building. The NCC does not have the systems prescribed in the DtS to evacuate 80 babies off the upper storey of an office building. Simply fanciful thinking.

Our studies demonstrated egress is slowed to 1/10th even with adult to child ratios of 1:4. Those ratios are not mandated, they are by performance design only. This classifies children as "disabled" under federal law. (refer: *Disability (Access to Premises — Buildings) Standards 2010*)

This class of use is new to our growing cities, plus the state regulated system of certification and approvals with NCC DtS prescriptive means is flawed and we demonstrate how and why. The issue also relates to re-cycling older buildings.

Building design must change, or children will be injured or die from fire events for premises approved under the NCC 2016 based code and previous codes.



The Objective

4. How will the proposal solve the problem?

The potential for harm and death is elevated. Having referred some of my research to ex-fire code reform centre members, they explained this type of use had not been assessed or evaluated. It was never a consideration that over 200 children would occupy floor(s) in a high rise situation.

The objective is to:

1. Understand that children under 7 are in the developmental stages of life and have movement, cognitive and height deficiencies that warrant their abilities to be classified as disabled.
2. They can only function inside a building for access and egress with an adult.
3. The ratio of adults to children is not in the NCC, but a level of understanding must be created or defined like in Aged Care – to say you must have it.
4. Identify all the DtS prescriptive clauses that related to aged care, and assimilate them to include underage or "Child" as a similar approach to fire safety in premises with an **"early childhood centre"** as defined.
5. Introduce reference standards and documents that allow designers to satisfy the DtS and give direction on how to meet performance.
6. Change the performance criteria to meet Child Evacuation measures as well.

5. What alternatives to the proposal (regulatory and non-regulatory) have been considered and why are they not recommended?

The alternatives included:

- A. Do Nothing: Not an option
- B. Approach Department of Education: Done – spoken to CEO / Board
Ms Gabrielle Sinclair

ACEQUA has agreed that there is a deficiency and the "The National Quality Framework" also needs to address these issues in setting up centres and how they get a licence to operate.

- C. Take the issue to the Australian Human Rights Commission

Not a holistic option to solving the problem, but it does raise the awareness in their advocacy role. Changes to the "The Federal *Disability Discrimination Act 1992* (DDA)" may enforce this at different level and is to be considered.



The Impacts

6. Who will be affected by the proposal?

The potential for harm and death is clear in my assessment. Having studied who is involved in the industry, this is only getting bigger and investors are putting 100's of millions of dollars into the child care sector and targeting high rise accommodation.

It will effectively affect the major cities in Australia and their population of adults and their children looking for care during working hours. That is potentially 1000's of children added to these facilities each year. The growth is potentially 100's of facilities in every major city and dozens in regional cities.

The issue is one of growth and if not contained or constrained, will be exploited by providers and their corporations of overseas investment.

ACEQUA and the Education departments of each state. These organisations are the licencing side of the **early childhood centres**. Their role is pivotal in allocating access to federal and state funding to run a facility. The safety of children rests internally, but using a building under the NCC forms the basis for getting occupancy.

The children and families that will ultimately place their trust in these organisations and facilities the NCC prescribe they are permitted to use. Fire safety is never guaranteed, but the level of safety and community expectation is that children are safe from fire. In a high rise above 3 levels, this diminishes rapidly and the NCC code must change, or prevent their occupancy all together in these locations.

Councils and State regulators who permit under their planning scheme the use.

The emergency rescue services (AFAC) in each city that has child care facilities in a high rise location. The level of intervention and the timeframes and apparatus needed to effectively evacuate children on mass is insufficient and poorly documented and no training for such an event as been formulated in my research.

Community education is fundamental to this solution in the NCC, and that can't be codified but it can be guided and placed in reference material and education programs administered by the ABCB.

The children we seek to protect.

7. In what way and to what extent will they be affected by the proposal?

The children have a chance to be protected from a fire event in a care facility, away from their parents and the family that would protect them.

In this way the NCC forms a significant part of the solution, by no means the only solution, but a crucial piece of the infrastructure to make buildings safe for children in care and in their education.

I see the rest of those affected in my statement above as simply doing their job. As adults and leaders in the communities we create, this is a given. To me it's that simple.



Consultation

8. Who has been consulted and what are their views?

I have personally been challenging various sectors of the industry to support my bid in this proposal.

I have been engaged by Child Care providers who have sought fire engineering and building services advice on their facilities and others, to compare DtS with performance.

Our research and design process has revealed significant shortfalls in the NCC prescriptive designs and only performance measures can deliver a suitable outcome. I have been made aware of use in older high rise buildings, being adapted to child care use but with DtS Class 9b requirements that simply fail to meet performance. The legal question is to all – is that good enough?

My consultations have included:

- Letter from minister for Housing and Public Works Qld, Mike de Brenni MP
- QFES Community Safety – Ian Sheppard, David Brazel
- FPA Australia – Matthew Wright
- Fire Presenter at FPAA and SFS National Fire Australia Conference 2017
- Member of the ABCB building committee – S Kip
- Child Care provider Brisbane – Chris Buck
- Deakin University Lecturer and Professor – Dr Lata Satyen
- Society of Fire Safety SFS National Executive
- AIBS – Qld Division presentation at seminar May 2017
- ACECQA Canberra, CEO Gabrielle Sinclair
- Qld Department of Education and Training, Lisa McCoy, Catherine O'Malley as Executive Officer
- Lord Mayor of Brisbane, Office of Department of Planning

My colleagues and family and those teachers I have met and discussed the issues with have supported this from the start and see the life safety aspects as a "Must Have" in these types of facilities.

In understand the levels of bureaucracy involved, but this will not sway this issue from not getting adopted in one form or another.

Please consider on behalf of children this proposal and its purpose.

Stephen Burton

Deputy Chairman SFS Executive

CPEng, NER, REPQ, EF, EM

ANNEXURE A

PROPOSAL FOR CHANGE

NATIONAL CONSTRUCTION CODE SERIES

SUBJECT CHILD CARE and EARLY CHILDHOOD CENTRE

BCA Volume One: ALL RELEVANT SECTIONS A, C, D, E, F

Guide to Volume One: ALL RELEVANT SECTIONS A, C, D, E, F

Child Care Facilities in Multi-storey Buildings

Fire Safety Proposal for Change

2019 National Construction Code

Proposer's name: Stephen Burton
Proposer's Organisation: Ferm Engineering
Postal address: PO Box 101, Salisbury Qld 4107
Business telephone: 07 3392 7722
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INTRODUCTION

As an on-going review of NCC 2016, as a member of the Society of Fire Safety in Engineers Australia, we make assessments for ways to improve codes and develop ways to enhance fire safety in construction that is evolving with new technology and how our society generally views fire protection.

This proposal has been spearheaded by those in the Child Care industry who sought professional guidance on fire safety on a new aspect to multistorey early childhood centres. This proposal offer an agenda to upgrade the NCC for 2019.

CHILD SAFETY BACKGROUND

The placement and sizes of child care facilities in urban areas of Australia is progressively changing. The needs of urban workers and family pressures mean new child care centres are on the increase in the inner city areas.

Child care centres are run by private or multi-national companies, local councils, community organisations, individuals, non-profit organisations or by employers for their staff. To operate they need an approval from various state authorities, but mainly the chief executive administering the "*Education and Care Services National Law (Queensland) Act 2011*" 2013 reprint and the companion "*Education and Care Services Act 2013*. (The Act or Acts).

An objective of the Acts is to ensure the safety, health and wellbeing of children attending all state licenced education and care services. In the role of assessing fire safety, this would be a requirement.

With the economic downturn, estate agents are faced with large office vacancies. Today, multistorey building landlords are taking in childcare centres as tenants for their vacant floors and offering massive financial inducements to these organisations.

Around the same time frame, new childcare National Law Acts and Regulations, an amalgamation of former State and Territory childcare law has been enacted. The national amalgamation process resulted in some areas of anomalies in legislation with unintended and exploitable aspects. Building safety that demonstrates successful emergency egress for children is a case in point.

The new childcare National Law has weakened protections for children in multi-storey buildings, transferring reliance to Building Law.

This includes Queensland's withdrawal of Child Care Act and QDC legislation (QDC MP5.4), but nothing was added to the NCC 2016 fire safety sections to compensate. It would appear to be overlooked in the Class 9b part of the NCC. We know that the ABCB was approached in 2007 on these matters from correspondence with Qld Department of Education, asking what to do in a high rise situation, like at Brisbane City Council's City Hall care facility on the roof. But nothing was acted on, and its been 10 years since.

This has been compounded by increasing centre sizes with some already approaching and exceeding 200 children. Furthermore, there have been increases in the places for infants under 24 months and young children in care with many yet to commence walking. All of these aspects significantly change the landscape for fire safety for children, as they are "Evacuation Impaired" with full dependency on adults, like highest aged care needs.

FIRE SAFETY REGULATIONS OUTLINE

All States and Territories use the Building Code of Australia as the measure of fire safety for all classes of use. Child Care is not treated like Class 6 shops, but as a care facility – under Class 9. The category has 9a Hospitals, 9b Assembly, night clubs, Schools / Child Care and 9c Aged Care, as they all have the theme of supervised care resounding through this class.

Planning instruments for placement of a childcare centre within the community in the past made centres only acceptable if on ground or no higher than 2 levels. (E.G. Qld – Brisbane City Plan, NSW – Ashfield Municipal Council Child Care Development Plan 2007, Sydney City Council, Victorian MfB, etc).

Their placement in the past had restrictions from a planning perspective with many access conditions and environmental exposures. New National Law seems to bypass those past sensible requirements by being so generalised, you can't define what is the minimum. So planning in each council region needs to be addressed directly. We approached Brisbane City Council for that reason. The planning for child care in Group 1 and 2 inner city zones for injury and death from emergency events is flawed and risk factors are wrong.

The building itself must comply with the BCA, which makes the Class 9b use have certain extra fire safety measures apply, but the differences are the NCC2016 is a performance code. Class 9b is out of date and is inappropriate.

As fire safety engineers, we know that 'Deem to Comply' does not always equal Performance in compliance. So how do you measure it, and furthermore, what are we comparing? I can state that the DtS does not satisfy performance in the Class 9b use in high-rise. So it must change.

What features and facilities need to be considered for fire in a Class 9b.

1. Means of Escape – the number of exits, types of exits, ramps, lifts, stairs
2. How do children understand the need to evacuate from an alarm. They don't, its up to the adults in care to respond
3. Children are asleep or at play.
4. Clothing maybe limited to what is taking place, changing nappies, feeding, playing, indoors or outdoors
5. What apparatus are used to move children, staff can't carry 5 children at a time
6. Stairs are too large for small legs, speed of travel and potential to fall through railings is an issue NCC does not address.
7. A safe assembly area suitable if on a City Block, avoidance to cars, noise, rough pathways and surfaces for bare feet of children.
8. The behaviour of children in a fire exit scenario with others and adults.
9. Use of Lifts and transfer of rescue cots and trolleys to ground.
10. Smoke and heat containment and exclusion to safe areas internally on the Child Care Centre areas. Maintain fresh air supply for these areas.

11. Staff training and child education – currently not in any state or federal curriculum
12. How many drills and complete excavation practices are being undertaken.
13. Legislation to accommodate an approval process that goes beyond the DTS.

Looking at the current criteria in different legislation, we highlight the sections in the NCC that need to change to accommodate this.

NCC PROPOSED CHANGES

PART A

Part A has the definitions of importance that if adopted, will simplify the direct fire safety aspects already with the NCC. These conditions are to recognise the disability level of young children, their level of training and understanding of an emergency and fires, and that behaviour and risk to them.

If equated to that of a Class 9c, we have a better solution. But to be clear, we propose a Class 9d – Early Childhood and School. All new elements have been highlighted in Green, deleted parts in ****red .

A0.4 Deemed-to-Satisfy Solutions

- a) A *Deemed-to-Satisfy Solution* which complies with the *Deemed-to-Satisfy Provisions* is deemed to comply with the *Performance Requirements* and verified under A0.5 using a verification method.
- b) ...

PART A1

Assembly building means a building where people may assemble for—

(a) civic, theatrical, social, political or religious purposes including a library, theatre, public hall or place of worship; or

***** DELETED (b) educational purposes in a *school, early childhood centre, preschool, or the like*; or

(b) entertainment, recreational or sporting purposes including— (i) a discotheque, nightclub or a bar area of a hotel or motel providing live entertainment or containing a dance floor; or

(ii) a cinema; or

(iii) a sports stadium, sporting or other club; or

Early childhood centre or Child Care means any building or part thereof providing or intending to provide an education and/or care service within the meaning of the Education and Care Services National Law Act 2010 (Vic), the Education and Care Services National Regulations and centre-based services that are licensed or approved under State and Territory children's services law, but excludes education and care primarily provided to school aged children in outside school hours settings.

Residential (**ged) care building** means a building whose residents, due to their incapacity associated with their age, are at times in sleep care, or require physical assistance in conducting their daily activities and to evacuate the building during an emergency.

THIS IS INTENDED TO CAPTURE DAY RESPIRE CENTRES, CHILD CARE, DAY CARE WHERE AGED OR YOUNG OR DISABLED PERSONS ARE EVACUATION IMPAIRED.

School includes a primary or secondary school, college, university or similar educational establishment, but excludes the parts or use as an **early childhood centre**.

THIS IS DONE TO LOOK AT A NEW CLASSIFICATION BEING CLASS 9D – SCHOOLS AND EARLY AND EDUCATION CENTRES. CATERS FOR CHILDREN SPECIFICALLY, LIKE 9C DOES FOR AGED CARE. A3 BELOW.

A3.2 Classifications

Class 9: a building of a public nature—

- (a) **Class 9a** — a *health-care building*, including those parts of the building set aside as a laboratory; or
- (b) **Class 9b** — an *assembly building*, including a trade workshop, laboratory or the like in a primary or secondary school, but excluding any other parts of the building that are of another Class; or
- (c) **Class 9c** — an *aged care building*.
- (d) **Class 9d** — an *early childhood center, child care building or school*.

THIS CLASSIFICATION THEN ALLOWS MOST FIRE ASPECTS TO BE ADOPTED BY THIS REFERENCE THAT AFFECTS CHILDREN – UP TO LEGAL AGE.

B1.6 Construction of buildings in flood hazard areas

A Class 2 or 3 building, Class 9a *health-care building*, Class 9c, Class 9d building or Class 4 part of a building, in a *flood hazard area* must comply with the ABCB Standard for Construction of Buildings in Flood Hazard Areas.

THESE ASPECTS FOR PROTECTION OF THE CHILD EDUCATION AREAS ARE CRUCIAL AS THE SCHOOLS AND CENTRES ARE USED AS PUBLIC ACCESS IN COMMUNITY EMERGENCIES, VOTING ETC.

CP3

A building must be protected from the spread of fire and smoke to allow sufficient time for the orderly evacuation of the building in an emergency.

Application:

CP3 only applies to—

- .. (a) a *patient care area* of a Class 9a health-care building; and
- .. (b) a Class 9c building.
- .. (c) a Class 9d building.

C1.1 Type of construction required

....ADD

- (iv) A Class 9d building where certain exemptions are applied

C1.5 Two storey Class 2, 3, 9c, 9d buildings

A building having a *rise in storeys* of 2 may be of Type C construction if—

(a) it is a (***Class***2 or 3) building or a mixture of Class 2, 3, 9 classes and each *sole-occupancy unit* has—

- (i) access to at least 2 *exits*; or
- (ii) its own direct access to a road or *open space*; or
- (iii) a smoke control system to E2.2; or

(b) it is a (****) whole of building protected throughout with a sprinkler system complying with **Specification E1.5** and complies with the maximum compartment size specified in **Table C2.2** for Type B construction.

WHY – WE HAVE A SPRINKLER SYSTEM SO LARGER COMPARTMENTS THAT TYPE C SHOULD BE ADOPTED. THAT'S COST EFFECTIVE AND SAFER THAN 2016 NCC.

Table C2.2 MAXIMUM SIZE OF FIRE COMPARTMENTS OR ATRIA

Add 9d, where 9c is in The table.

WHY – MOST FUTURE 9D BUILDINGS LOCATED ABOVE 3 LEVELS WILL NEED SPRINKLERS UNDER E1.5 SO LARGER COMPARTMENTS IS SUPPORTED.

C2.5 Class 9a and 9c and 9d buildings

(c) A Class 9d School or Early Childhood Centre building must comply with the following:

- (i) A building must be divided into areas not more than 500 m² by smoke-proof walls complying with **Specification C2.5**.
- (ii) A *fire compartment* must be separated from the remainder of the building by *fire walls* and, notwithstanding **C2.7** and **Specification C1.1**, floors, with an FRL of not less than 60/60/60, or -/60/60 (non-load bearing).
- (iii) Internal walls (other than those bounding lift and stair shafts) supported by floors provided in accordance with **C2.5(b)(ii)** need not comply with **Specification C1.1** if they have an FRL not less than 60/60/-.
- (iv) Ancillary use areas containing equipment or materials that are a high potential *fire hazard*, must be separated by smoke-proof walls complying with **Specification C2.5**.
- (v) The ancillary use areas referred to in (iv) include, but are not limited to, the following:
 - (A) A kitchen and related food preparation areas having a combined *floor area* of more than 40 m².
 - (B) A laundry, where items of commercial equipment are of the type that are potential fire sources (e.g. gas fired dryers).
 - (C) Storage rooms greater than 20 m² used predominantly for the storage of records, teaching aids and supplies and education equipment.

SPEC C1.1

2.9 Residential (***aged) care building: Concession

.....

(a) In a Class 3, 9c, 9d building protected with a sprinkler system complying with **Specification E1.5** and used as a *residential (***ed) care building*, any FRL criterion prescribed in **Tables 3, 4 or 5**—

.....

SPECIFICATION C1.10

Floor Linings

Table 2 CRITICAL RADIANT FLUX (CRF in kW/m²) OF FLOOR MATERIALS AND FLOOR COVERINGS

Add 9d – as per the same criteria as a 9c

Table 3 WALL AND CEILING LINING MATERIALS (Material Groups permitted)

Add 9d – as per the same criteria as a 9c

SPECIFICATION C2.5 SMOKE-PROOF WALLS IN (***** CARE) BUILDINGS

1. Scope

This Specification sets out requirements for the construction of smoke-proof walls in Class 9a health-care buildings, Class 9c and Class 9d buildings.

Smoke proof walls required to have an FRL are to be in accordance with Clause A2.3.

2. Smoke Walls in Class 9 buildings

Smoke-proof walls required by C2.5 in (****s 9a health-care) buildings must comply with the following:

- (a) Be *non-combustible* and extend to the underside of—
 - (i) the floor above; or
 - (ii) a *non-combustible* roof covering; or
 - (iii) a ceiling having a *resistance to the incipient spread of fire* to the space above itself of not less than 60 minutes.
- (b) Not incorporate any glazed areas unless the glass is safety glass as defined in AS 1288.
- (c) Only have doorways which are fitted with smoke doors complying with **Specification C3.4**.
- (d) Have all openings around penetrations and the junctions of the smoke-proof wall and the remainder of the building stopped with *non-combustible* material to prevent the free passage of smoke.
- (e) Incorporate smoke dampers where air-handling ducts penetrate the wall

unless the duct forms part of a smoke hazard management system *required* to continue air movement through the duct during a fire.

- (f) Services and penetrations of a combustible nature, plastic, composite, timber will be fire stopped at the wall face, one or both sides as appropriate for the type of wall, with fire stopping material as per C3.15 clause 7.

***** (Delete the rest of part 3,) Keep section 4 Doorways.

DP3

Where people could fall—

.....

- (b) 2 m or more from a floor through an openable window—
 - (i) in a bedroom in a Class 2 or 3 building or a Class 4 part of a building; or
 - (*****) Delete in a Class 9b *early childhood centre*; or)
 - add
 - (ii) in a Class 9d or

.....

LIMITATIONS:

DP3 does not apply where such a barrier would be incompatible with the intended use of an area such as a stage, loading dock or the like.

DP3(g) does not apply to—

- (a) Class 2 to 6 for their *fire-isolated stairways, fire-isolated ramps*, and other areas used primarily for emergency purposes, excluding external stairways and external ramps; and
- (b) Class 7 (other than *carparks*) and Class 8 buildings and parts of buildings containing those classes.

WHY – THIS IS THE CRUCIAL ASPECT OF RAILINGS AND BALUSTRADES BEING ABLE TO PREVENT A SMALL CHILD IN STAIRWELLS FROM FALLING THROUGH. THEY NEED TO BE SIMILAR TO THOSE IN A HOME CLASS 1.

D1.2 Number of exits required

.....

(d) Class 9 buildings.....

(iv) Each *storey* in a Class 9d building with a rise in storeys of 2 or more.

(**** **Delete**) (v) Each *storey* in a primary or secondary school with a rise in storeys of 2 or more.

(e) **Exits from Class 9c and 9d buildings and patient care areas in Class 9a health-care buildings** — In a Class 9a *health-care building* and a Class 9c and Class 9d building, at least one *exit* must be provided from every part of a *storey* which has been divided into *fire compartments* in accordance with **C2.2** or **C2.5** or use of Horizontal exits through walls with no less than -/60/60 separating FRL.

D1.11 Horizontal exits

(**** **delete**) (ii) in a Class 9b building used as an *early childhood centre*, primary or secondary school.

(b) In a Class 9d or a Class 9a *health-care building* or Class 9c building, *horizontal exits* may be counted as *required exits* if the path of travel from a *fire compartment* leads by one or more *horizontal exits* directly into another *fire compartment* which has at least one *required exit* which is not a *horizontal exit*.

D1.12 Non-required stairways, ramps or escalators

(b) may connect any number of storeys if it is—

(i) in an *open spectator stand* or indoor sports stadium; or

(ii) in a *carpark* or an *atrium*; or

(iii) outside a building; or

(iv) in a Class 5 or 6 building that is sprinklered throughout, where the escalator, walkway, stairway or ramp complies with **Specification D1.12**; and

(v) in a Class 9d building that is sprinklered throughout, where the walkway, stairway or ramp complies with **Specification D1.12**;

D1.13 Number of persons accommodated

Table D1.13 AREA PER PERSON ACCORDING TO USE

Add

Early childhood centre 4 / m²

NOTE: Ratios of Staff (Adults) to Children under 7 years must adhere to Education and Care Services National Law Act 2010 (Vic), the Education and Care Services National Regulations for centre-based services that are licensed or approved under State and Territory children's services law.

D2.15 Thresholds

- (b) in a Class 9c , Class 9d building, a ramp is provided with a maximum gradient of 1:8 for a maximum height of 25 mm over the threshold; or

D2.17 Handrails

.... ADD

(b) ..

- (iii) in a Class 9d building for Early Childhood Centers, must be provided along one side of every stairwell, ramp or corridor used by children in emergency for egress, and must be—

- (A) fixed not less than 50 mm clear of the wall; and
- (B) where practicable, continuous for their full length.
- (C) be located at 500mm and 900mm from floor level
- or
- (D) as per (c)

PART D3 ACCESS FOR PEOPLE WITH A DISABILITY

D3.1 General building access requirements

Table D3.1 REQUIREMENTS FOR ACCESS FOR PEOPLE WITH A DISABILITY

Table section for Class 9b – Change heading to Class 9d

PART E1 FIRE FIGHTING EQUIPMENT

E1.4 Fire hose reels

- (a) E1.4 does not apply to—
 - (i) a Class 2 or 3 building or Class 4 part of a building; or
 - (ii) a Class 8 *electricity network substation*; or
 - (iii) a Class 9c or 9d building; or

E1.5 Sprinklers

Table E1.5 REQUIREMENTS FOR SPRINKLERS

add

Occupancy	When sprinklers are required
Class 9d building	For location where the number of storeys is above 3, throughout the building and any fire compartment containing the Class 9d parts and their fire escape pathway and compartments
	Compliance to AS2118.4 for upto 4 storeys and AS2118.1 light hazard otherwise.
	Be connected to a permanently connected FDCIE to a direct data link monitoring service or fire response dispatch facility

PART E2 SMOKE HAZARD MANAGEMENT

EP2.1

In a building providing sleeping accommodation, occupants must be provided with *automatic* warning on the detection of smoke so they may evacuate in the event of a fire to a *safe place*.

Application:

EP2.1 only applies to a Class 2, 3, 9a, 9c or 9d building or Class 4 part of a building.

E2.2 General requirements

Table E2.2a GENERAL PROVISIONS

FIRE ISOLATED EXITS

(a) *fire-isolated stairway*,

....

- .. (v) a Class 9c or 9d building with a *rise in storeys* of more than 3 without a sprinkler system or 6 storeys with a sprinkler system; and

BUILDINGS MORE THAN 25m IN EFFECTIVE HEIGHT

Add

CLASS 9d BUILDINGS

A Class 9a building must be provided with—

- .. (a) an *automatic* smoke detection and alarm system complying with **Specification E2.2a**; and
- .. (b) a zone smoke control system in accordance with AS/NZS 1668.1.

BUILDINGS NOT MORE THAN 25m IN EFFECTIVE HEIGHT

Add

CLASS 9d BUILDINGS

For building having a *rise in storeys* of more than 3, the building must be provided with—

- (a) in each *required fire-isolated stairway*, including any associated *fire-isolated passageway* or *fire-isolated ramp*, an *automatic* air pressurisation system for fire-isolated exits in accordance with AS/NZS 1668.1; or

- (b) a zone smoke control system in accordance with AS/NZS 1668.1, if the building has more than one *fire compartment*; or
- (c) an *automatic* smoke detection and alarm system complying with **Specification E2.2a**; or
- (d) a sprinkler system complying with Specification E1.5.

END OF PROPOSAL SECTION

SUMMARY OF RESEARCH AND FINDINGS

Child welfare and safety is a holistic issue being considered. Safety from fire is one part, as are electrocutions, falls, trips, drowning and transport for a child. The Acts states it will consider these, but our research and evidence shows that for child fire safety in buildings – this is not the case.

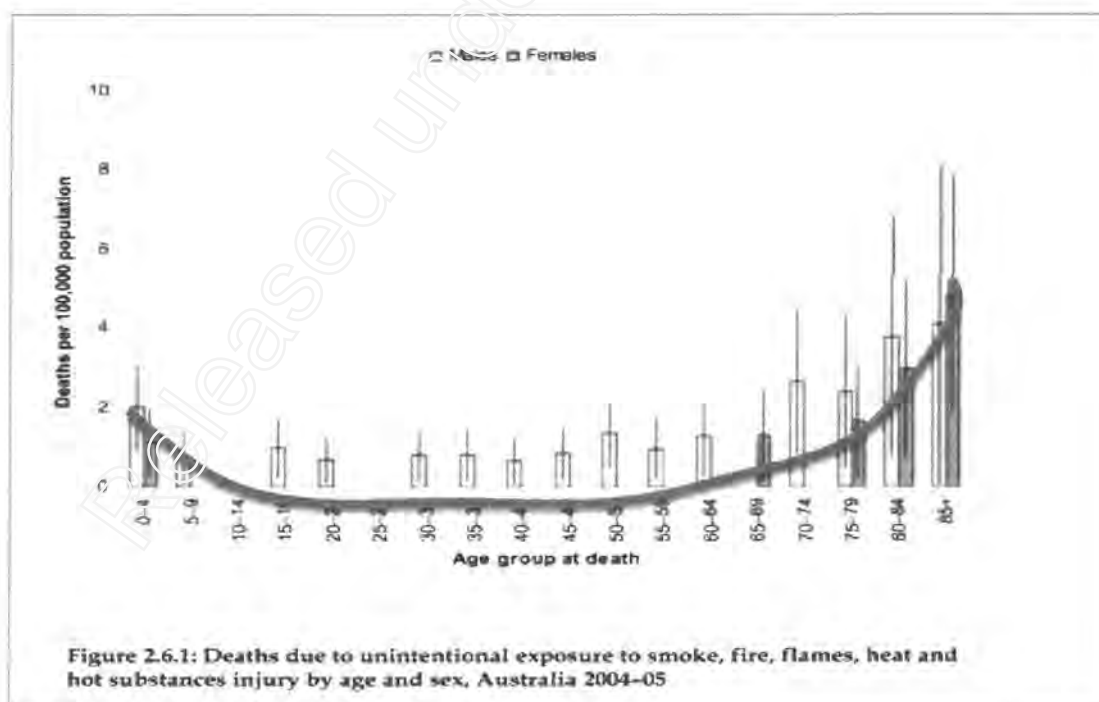
Queensland adopted the Child Care National Law Acts and Regulations legislated for registering and approving facilities by the Department of Education. From their guideline the Queensland Education Department needs to place a higher emphasis in application reviews to show fire safety is met. The community are moving the goal posts and the Department needs to catch-up in education and assessment of fire safety.

The QLD Education and Care Services Regulation 2013 and references does not contain the word "fire", which highlights why this review is needed - again (etc, since 2007).

Internationally, the education from early childhood centres includes common awareness of fire safety and training to evacuate. In addition, staff under WHS needs to have infant preparedness to mass evacuate.

2.6.2 Age and sex distribution

The all-ages male adjusted rate of death due to exposure to smoke, fire, flames, heat and hot substances was double the equivalent female rate. Rates were highest in the older age groups.



REF: link <http://www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=6442458853>

Our research indicates this does not occur effectively in Queensland centres and in consultation with the state executive (Society of Fire Safety), it does not occur effectively in the other states either. So it's a national problem.

Death from fire is a statistic that follows a trend. It is higher per 100,000 persons in the elderly and children under 6. A report from Australian Institute of Health and Welfare in 2005 shows the trend. See graph above.

Though there may be no box to tick regarding "National Law Regulation 97 - Emergency and evacuation procedures", but it must still be professionally and consistently assessed and indeed improved on.

The Objectives of the "Education and Care Services National Law (Queensland) Act 2011" says the Department will. Together with the other elements needed being awareness, consistency, fairness and education, a series of small but harmonious changes to basic legislation in Qld can be implemented and safeguard children in multi-storey buildings.

ACTIONS NEEDED

The new wave of operators and building owners adopting high rise and multi-storey building locations to house inner city child care are not going away and consequently needs urgent action. But what is a clear way forward?

Well we approach it from a harmonious and holistic approach. Engineering is good for that reason.

The Master plan would include:

1. The departments regulation that take applications for a premises must ensure that a functional fire safety plan is included
2. Departmental reviewers are made aware of fire safety matters at approval stage or referred to experts.
3. Council Planners to look at lower risk locations for Child Care Centres, by essentially not placing them in high-rises. But in manageable levels within 4 – 5 storeys, or not above 2 levels.
4. Adding a definition to NCC to cover Child Care in a manner similar to Aged Care for care that allows sleep in the day. Short or long term.
5. Add a Guide to Fire Safety and Certification bodies, to create the knowledge base for premises design and certification.
6. Progressive change to the NCC to legislate for future editions
7. Recognise that children fit the full disability criteria in buildings. In QLD, that means they are Special Needs and should be added to the Residential Care legislation. (Refer Qld Building Act 1975 Fire and Emergency Services Act 1990 Building Fire Safety Regulation 2008 Reg 19 Meaning of person with special needs)

Illustrate by example:

Whilst the NCC, a performance building code, requires 2 fire escapes, children must be able to get to safely exit but child staff ratios to remove 40 and more infants and 120 and more preschool children to safety are largely un-tested.

While NCC has 'normal' Deemed to Comply solutions for adults, those solutions clearly don't work after assessment by proper and appropriate performance examinations. So change must occur, as the fire safety aspects under prescriptive Deem To Satisfy measures in the NCC will demonstrably fail the performance measures.

This places at risk the building owners, the service operators, the certification process, and the Departments that is are allowing the process to go on unresolved.

Infants of birth to 24 months are considered "evacuation impaired". They do not respond to alarms and are totally reliant on adult carers to evacuate them. This is recognised overseas with disability access and egress requirements and

the NCC has this requirement, but the Queensland Authorities, fail to recognise this in their current regulations.

Furthermore, some products seen in the industry like Evacuation Aprons are for up to four infants or children, which may exceed a child load per staff member of 40 kilograms at one time. The carry apparatus must be tested for efficacy and adequacy prior to adoption of such child egress alternatives for any childcare Service Approvals.

SUMMARY

The issue of safe egress for young children in childcare has been raised with the National Members of the Society of Fire Safety, which is a learned society with Engineers Australia. This paper issue will be presented to the Board of the Australian Building Codes Board and issued for amendments to the NCC in 2019 edition.

This research looked at the following approved and proposed childcare services:

1. 201 Charlotte Street Brisbane;
2. 480 Queen Street Brisbane;
3. Broadway On The Mall Adelaide Street Brisbane; and
4. 639 Wickham Street Newstead

We suggest they would fail a NCC performance assessment for egress under the NCC 2016 Section D and E for various aspects. The Deemed to Comply prescriptive is not an appropriate solution to hide behind, as most Certifiers and some state Departmental officers may tend to do.

It must be recognised that "people" include infant and early age children. At higher risk because these care facilities have sleeping as part of the day time activity, requiring total dependence on adults for their response to fire alarms and movement out of the building. To ignore this fact, as is the current processing of applications, is a disaster waiting to happen and loss of life is almost assured due to high risk locations and poorly considered building design conditions. We as engineers can change that.

Australia has no recognised provisions to include for Children in care as an 'evacuation impaired' group, like disabled persons, even though federally child care is funded from the *Human and Disability Services* budget. That is of concern and it is time to change this before a disaster occurs.

For perspective, Australians spend more on teaching kids to swim than training for avoiding fire – that's a life skill that must start when a child can speak or listen. Children do unfortunately die in both environments so a bigger effort is needed.

APPENDIX A – CHILD DEVELOPMENT STAGES – GUIDE BY PIAGET AND LEARNING SAFETY

The stages we are concerned with are those infant years where the cognitive and physical capacity to behave and react to emergency and fires are not developed. This is from the NFPA study and development of their fire safety education programs, not even considered in the Australian National Quality Framework (NQF) programs.

Its disgraceful as a nation that is ravaged by fire every year, Australians spend more on teaching kids to swim than training in avoiding fire.

Piaget's Stages of Cognitive Development and Teaching Implications

AGES AND STAGE

Birth to age 2:
**SENSORIMOTOR
STAGE**



From when the child starts to talk until about age 7:
**PREOPERATIONAL
STAGE**



From about 1st grade to early adolescence:
**CONCRETE
STAGE**



Adolescence:
**FORMAL
OPERATIONS
STAGE**



COGNITIVE DEVELOPMENT AND IMPLICATIONS FOR TEACHING

During this stage, children learn about themselves and their environment through motor and reflex actions. Thought derives from sensation and movement. Children learn that they are separate from their environment and that aspects of the environment – their parents or favorite toys – continue to exist even though they may be outside the reach of the child's senses. Teaching for a child in this stage should be geared to the sensorimotor system. Modifying behavior by using the senses. A frown, a stern voice, a soothing tone – all serve as appropriate techniques.

In this stage, children apply their new knowledge of language and begin to use symbols to represent objects. Early in this stage, they also personify objects. They are now better able to think about things and events that aren't immediately present. Oriented to the present, children at this stage have difficulty conceptualizing time. This thinking is influenced by fantasy – the way they'd like things to be – and they assume that others see situations from the same viewpoint. They take in information and then change it to fit their own ideas. Teaching must take into account a child's vivid fantasies and undeveloped sense of time. Using neutral words, book outlines, and equipment they can touch gives children an active role in learning.

During this stage, accommodation increases. Children develop an ability to think abstractly and to make rational judgments about concrete or observable phenomena, which in the past they needed to manipulate physically to understand. In teaching children in this stage, giving them the opportunity to ask questions and to explain things back to you allows them to mentally manipulate information.

This stage brings cognition to its final form. Adolescents no longer require concrete objects to make rational judgments. They are capable of hypothetical and deductive reasoning. Teaching for adolescents can be wide-ranging, because they are able to consider many possibilities from several perspectives.

Adapted from: <http://www.hawaii.edu/vcrnet/committees/FacDevCom/guide04/teach04/piaget.htm>

F. Klotzmann / ATSS Research 38 (2016) 40–47

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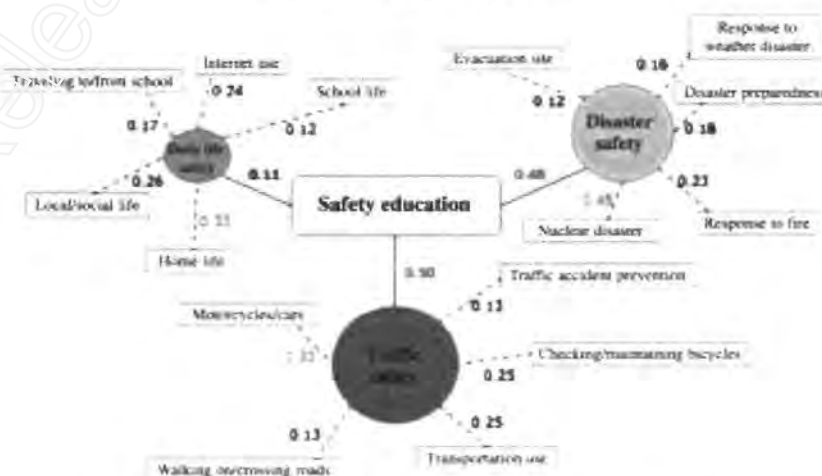


Fig. 2. Relationship between safety education and three areas (Traffic safety, Disaster safety, and Daily life). Notes: Solid lines show the correlation between safety education and each field of safety. i.e., traffic safety, disaster safety, and daily life. Correlation coefficients shown in red mean the highest correlation.

APPENDIX B – BRISBANE CITY COUNCIL PLAN 2014 – CBD ZONES EXTRACT

The part map of the Brisbane CPD shows the Blue – high density zones where these new centres are being placed. Special conditions need to be considered for both Planning and Site approvals of the facility in high-rise tenancies or Shopping Centres.



APPENDIX C – TYPICAL CHILD AND INFANT EVACUATION APPARATUS - INTERNATIONAL

The systems used internationally to aid in emergency evacuations, not used in Australia, but soon could be. The modes of safety education, that is, education required for the development of a safe and secure society (i.e., a resilient and sustainable society) need to be re-developed by us - the Community. The best at this are the Japanese, who structure high orders of priority in early learning for safety. We need to learn from them.



DENYSIV, Larissa

From: O'MALLEY, Catherine
Sent: Friday, 6 April 2018 11:02 AM
To: DENYSIV, Larissa; HILDEBRAND, Carolyn
Subject: FW: Exit points in ECEC services
Attachments: NCC 2016 BCA Volume One Amendment 1.pdf

What outcome did we reach on this issue?

Kind regards

Catherine O'Malley
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From: HILDEBRAND, Carolyn
Sent: Monday, 26 March 2018 11:15 AM
To: O'MALLEY, Catherine <Catherine.O'MALLEY@qed.qld.gov.au>
<: DENYSIV, Larissa <Larissa.DENYSIV@qed.qld.gov.au>; BROOK, Lorrie <Lorrie.BROOK@qed.qld.gov.au>; JEFFERY, Mark <Mark.JEFFERY@qed.qld.gov.au>; ANDERSEN, Karen <Karen.ANDERSEN@qed.qld.gov.au>
Subject: Exit points in ECEC services

Hi Cathy

Following our meeting last week in relation to multi-storey exit points DHPW has forwarded the attached relevant section from the National Construction Code.

The relevant section D1.2 (d)(iv) essentially says:

"In addition to any horizontal exit, not less than 2 exits must be provided from the following:

- iv. Each storey in a Class 9b building used as an early childhood centre."

Regards

Carolyn



Carolyn Hildebrand
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From: WOODS Megan [<mailto:Megan.WOODS@hpw.qld.gov.au>]
Sent: Monday, 26 March 2018 9:19 AM
To: HILDEBRAND, Carolyn
Subject: Exit points - National Construction Code

Hi Carolyn

I have found the section of the National Construction Code which deals with the access and egress. The information regarding the number of exits is on the first page towards the bottom. This is only an extract of the document.

Please note that these are the deemed-to-satisfy requirements and a different number of exit points can be approved by a certifier where it is demonstrated that the ultimate performance is achieved.

Please feel free to give me a call if you would like to discuss.

Kind regards

Megan Woods

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Building Industry and Policy | Department of Housing and Public Works
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Thank you.

Released under FOI Act by DOE

PART D1 PROVISION FOR ESCAPE

Deemed-to-Satisfy Provisions

D1.0 Deemed-to-Satisfy Provisions

- (a) Where a *Deemed-to-Satisfy Solution* is proposed, *Performance Requirements DP1 to DP6, DP8 and DP9* are satisfied by complying with—
- (i) **D1.1 to D1.17, D2.1 to D2.25 and D3.1 to D3.12**; and
 - (ii) in a building containing an *atrium*, **Part G3**; and
 - (iii) in a building in an *alpine area*, **Part G4**; and
 - (iv) for additional requirements for Class 9b buildings, **Part H1**; and
 - (v) for public transport buildings, **Part H2**; and
 - (vi) for *farm sheds*, **Part H3**.
- (b) Where a *Performance Solution* is proposed, the relevant *Performance Requirements* must be determined in accordance with **A0.7**.
- (c) *Performance Requirement DP7* must be complied with if lifts are to be used to assist occupants to evacuate a building.

There are no *Deemed-to-Satisfy Provisions* for this *Performance Requirement* in respect of using lifts.

D1.1 Application of Part

The *Deemed-to-Satisfy Provisions* of this Part do not apply to the internal parts of a *sole-occupancy unit* in a Class 2 or 3 building or a Class 4 part of a building.

D1.2 Number of exits required

- (a) **All buildings** — Every building must have at least one *exit* from each *storey*.
- (b) **Class 2 to 8 buildings** — In addition to any *horizontal exit*, not less than 2 *exits* must be provided from the following:
- (i) Each *storey* if the building has an *effective height* of more than 25 m.
 - (ii) A Class 2 or 3 building subject to **C1.5**.
- (c) **Basements** — In addition to any *horizontal exit*, not less than 2 *exits* must be provided from any *storey* if egress from that *storey* involves a vertical rise within the building of more than 1.5 m, unless—
- (i) the *floor area* of the *storey* is not more than 50 m²; and
 - (ii) the distance of travel from any point on the floor to a single *exit* is not more than 20 m.
- (d) **Class 9 buildings** — In addition to any *horizontal exit*, not less than 2 *exits* must be provided from the following:

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- (i) Each storey if the building has a rise in storeys of more than 6 or an effective height of more than 25 m.
- (ii) Any storey which includes a patient care area in a Class 9a health-care building.
- (iii) Any storey that contains sleeping areas in a Class 9c building.
- (iv) Each storey in a Class 9b building used as an early childhood centre.
- (v) Each storey in a primary or secondary school with a rise in storeys of 2 or more.
- (vi) Any storey or mezzanine that accommodates more than 50 persons, calculated under D1.13.

NSW D1.2(d)(vii)

- (e) **Exits from Class 9c buildings and patient care areas in Class 9a health-care buildings** — In a Class 9a health-care building and a Class 9c building, at least one exit must be provided from every part of a storey which has been divided into fire compartments in accordance with C2.2 or C2.5.
- (f) **Exits in open spectator stands** — In an open spectator stand containing more than one tier of seating, every tier must have not less than 2 stairways or ramps, each forming part of the path of travel to not less than 2 exits.
- (g) **Access to exits** — Without passing through another sole-occupancy unit every occupant of a storey or part of a storey must have access to—
 - (i) an exit; or
 - (ii) at least 2 exits, if 2 or more exits are required.

SA D1.2(h)

D1.3 When fire-isolated stairways and ramps are required

- (a) **Class 2 and 3 buildings** — Every stairway or ramp serving as a required exit must be fire-isolated unless it connects, passes through or passes by not more than—
 - (i) 3 consecutive storeys in a Class 2 building; or
 - (ii) 2 consecutive storeys in a Class 3 building,
 and one extra storey of any classification may be included if—
 - (iii) it is only for the accommodation of motor vehicles or for other ancillary purposes; or
 - (iv) the building has a sprinkler system complying with Specification E1.5 installed throughout; or
 - (v) the required exit does not provide access to or egress for, and is separated from, the extra storey by construction having—
 - (A) an FRL of -/60/60, if non-loadbearing; and
 - (B) an FRL of 90/90/90, if loadbearing; and
 - (C) no opening that could permit the passage of fire or smoke.
- (b) **Class 5, 6, 7, 8 or 9 buildings** — Every stairway or ramp serving as a required exit must be fire-isolated unless—
 - (i) in a Class 9a health-care building — it connects, or passes through or passes by not more than 2 consecutive storeys in areas other than patient care areas; or

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- (ii) it is part of an *open spectator stand*; or
- (iii) in any other case except in a Class 9c building, it connects, passes through or passes by not more than 2 consecutive *storeys* and one extra *storey* of any classification may be included if—
 - (A) the building has a sprinkler system complying with **Specification E1.5** installed throughout; or
 - (B) the *required exit* does not provide access to or egress for, and is separated from, the extra *storey* by construction having—
 - (aa) an FRL of -/60/60, if non-loadbearing; and
 - (bb) an FRL of 90/90/90 for Type A construction or 60/60/60 for Type B construction, if loadbearing; and
 - (cc) no opening that could permit the passage of fire or smoke.

D1.4 Exit travel distances**(a) Class 2 and 3 buildings—**

- (i) The entrance doorway of any *sole-occupancy unit* must be not more than—
 - (A) 6 m from an *exit* or from a point from which travel in different directions to 2 *exits* is available; or
 - (B) 20 m from a single *exit* serving the *storey* at the level of egress to a road or *open space*; and
- (ii) no point on the floor of a room which is not in a *sole-occupancy unit* must be more than 20 m from an *exit* or from a point at which travel in different directions to 2 *exits* is available.

(b) Class 4 parts of a building — The entrance doorway to any Class 4 part of a building must be not more than 6 m from an *exit* or a point from which travel in different directions to 2 *exits* is available.**(c) Class 5, 6, 7, 8 or 9 buildings —** Subject to (d), (e) and (f)—

- (i) no point on a *floor* must be more than 20 m from an *exit*, or a point from which travel in different directions to 2 *exits* is available, in which case the maximum distance to one of those *exits* must not exceed 40 m; and
- (ii) in a Class 5 or 6 building, the distance to a single *exit* serving a *storey* at the level of access to a road or *open space* may be increased to 30 m.

*Vic D1.4(d)***(d) Class 9a buildings —** In a *patient care area* in a Class 9a building—

- (i) no point on the floor must be more than 12 m from a point from which travel in different directions to 2 of the *required exits* is available; and
- (ii) the maximum distance to one of those *exits* must not be more than 30 m from the starting point.

(e) Open spectator stands — The distance of travel to an *exit* in a Class 9b building used as an *open spectator stand* must be not more than 60 m.**(f) Assembly buildings —** In a Class 9b building other than a *school* or *early childhood centre*, the distance to one of the *exits* may be 60 m if—

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- (i) the path of travel from the room concerned to that *exit* is through another area which is a corridor, hallway, lobby, ramp or other circulation space; and
- (ii) the room is smoke-separated from the circulation space by construction having an FRL of not less than 60/60/60 with every doorway in that construction protected by a tight fitting, *self-closing*, solid-core door not less than 35 mm thick; and
- (iii) the maximum distance of travel does not exceed 40 m within the room and 20 m from the doorway to the room through the circulation space to the *exit*.

D1.5 Distance between alternative exits

Exits that are *required* as alternative means of egress must be—

- (a) distributed as uniformly as practicable within or around the *storey* served and in positions where unobstructed access to at least 2 *exits* is readily available from all points on the floor including lift lobby areas; and
- (b) not less than 9 m apart; and
- (c) not more than—
 - (i) in a Class 2 or 3 building — 45 m apart; or
 - (ii) in a Class 9a *health-care building*, if such *required exit* serves a *patient care area* — 45 m apart; or
 - (iii) in all other cases — 60 m apart; and
- (d) located so that alternative paths of travel do not converge such that they become less than 6 m apart.

D1.6 Dimensions of exits and paths of travel to exits

In a *required exit* or path of travel to an *exit*—

- (a) the unobstructed height throughout must be not less than 2 m, except the unobstructed height of any doorway may be reduced to not less than 1980 mm; and
- (b) the unobstructed width of each *exit* or path of travel to an *exit*, except for doorways, must be not less than—
 - (i) 1 m; or
 - (ii) 1.8 m in a *passageway*, corridor or ramp normally used for the transportation of patients in beds within a *treatment area* or *ward area*; and
 - (iii) in a *public corridor* in a Class 9c building, notwithstanding (c) and (d)—
 - (A) 1.5 m; and
 - (B) 1.8 m for the full width of the doorway, providing access into a *sole-occupancy unit* or communal bathroom; and
- (c) if the *storey*, *mezzanine* or *open spectator stand* accommodates more than 100 persons but not more than 200 persons, the aggregate unobstructed width, except for doorways, must be not less than—
 - (i) 1 m plus 250 mm for each 25 persons (or part) in excess of 100; or
 - (ii) 1.8 m in a *passageway*, corridor or ramp normally used for the transportation of patients in beds within a *treatment area* or *ward area*; and

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- (d) if the *storey, mezzanine or open spectator stand* accommodates more than 200 persons, the aggregate unobstructed width, except for doorways, must be increased to—
 - (i) 2 m plus 500 mm for every 60 persons (or part) in excess of 200 persons if egress involves a change in floor level by a stairway or ramp with a gradient steeper than 1 in 12; or
 - (ii) in any other case, 2 m plus 500 mm for every 75 persons (or part) in excess of 200; and
- (e) in an *open spectator stand* which accommodates more than 2000 persons, the aggregate unobstructed width, except for doorways, must be increased to 17 m plus a width (in metres) equal to the number in excess of 2000 divided by 600; and
- (f) the unobstructed width of a doorway must be not less than—
 - (i) in *patient care areas* through which patients would normally be transported in beds, if the doorway provides access to, or from, a corridor of width—
 - (A) less than 2.2 m — 1200 mm; or
 - (B) 2.2 m or greater — 1070 mm,
 and where the doorway is fitted with two leaves and one leaf is secured in the closed position in accordance with D2.21(b)(v), the other leaf must permit an unobstructed opening not less than 800 mm wide; or
 - (ii) in *patient care areas* in a *horizontal exit* — 1250 mm; or
 - (iii) the unobstructed width of each *exit* provided to comply with (b), (c), (d) or (e), minus 250 mm; or

Vic D1.6(f)(iv)

- (iv) in a Class 9c building—
 - (A) 1070 mm where it opens from a *public corridor* to a *sole-occupancy unit*; or
 - (B) 870 mm in other *resident use areas*; or
 - (C) 800 mm in *non-resident use areas*,
 and where the doorway is fitted with two leaves and one leaf is secured in the closed position in accordance with D2.21(b)(v), the other leaf must permit an unobstructed opening not less than 870 mm wide in *resident use areas* and 800 mm wide in *non-resident use areas*; or
- (v) in any other case except where it opens to a *sanitary compartment* or bathroom — 750 mm wide; and

NSW D1.6(f)(vi)

- (g) the unobstructed width of a *required exit* must not diminish in the direction of travel to a road or *open space*, except where the width is increased in accordance with (b)(ii) or (f)(i); and
- (h) the *required* width of a stairway or ramp must—
 - (i) be measured clear of all obstructions such as handrails, projecting parts of barriers and the like; and
 - (ii) extend without interruption, except for ceiling cornices, to a height not less than 2 m vertically above a line along the nosings of the treads or the floor surface of the ramp or landing; and

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- (i) to determine the aggregate unobstructed width, the number of persons accommodated must be calculated according to **D1.13**.

NSW D1.6(j)

D1.7 Travel via fire-isolated exits

- (a) A doorway from a room must not open directly into a stairway, passageway or ramp that is *required* to be fire-isolated unless it is from—
 - (i) a *public corridor*, public lobby or the like; or
 - (ii) a *sole-occupancy unit* occupying all of a *storey*; or
 - (iii) a *sanitary compartment*, airlock or the like.
- (b) Each *fire-isolated stairway* or *fire-isolated ramp* must provide independent egress from each *storey* served and discharge directly, or by way of its own *fire-isolated passageway*—
 - (i) to a road or *open space*; or
 - (ii) to a point—
 - (A) in a *storey* or space, within the confines of the building, that is used only for pedestrian movement, car parking or the like and is open for at least $\frac{2}{3}$ of its perimeter; and
 - (B) from which an unimpeded path of travel, not further than 20 m, is available to a road or *open space*; or
 - (iii) into a covered area that—
 - (A) adjoins a road or *open space*; and
 - (B) is open for at least $\frac{1}{3}$ of its perimeter; and
 - (C) has an unobstructed clear height throughout, including the perimeter openings, of not less than 3 m; and
 - (D) provides an unimpeded path of travel from the point of discharge to the road or *open space* of not more than 6 m.
- (c) Where a path of travel from the point of discharge of a fire-isolated *exit* necessitates passing within 6 m of any part of an *external wall* of the same building, measured horizontally at right angles to the path of travel, that part of the wall must have—
 - (i) an FRL of not less than 60/60/60; and
 - (ii) any openings protected internally in accordance with **C3.4**,
for a distance of 3 m above or below, as appropriate, the level of the path of travel, or for the height of the wall, whichever is the lesser.
- (d) If more than 2 access doorways, not from a *sanitary compartment* or the like, open to a *required* fire-isolated *exit* in the same *storey*—
 - (i) a smoke lobby in accordance with **D2.6** must be provided; or
 - (ii) the *exit* must be pressurised in accordance with AS/NZS 1668.1.
- (e) A ramp must be provided at any change in level less than 600 mm in a *fire-isolated passageway* in a Class 9 building.

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D1.8 External stairways or ramps in lieu of fire-isolated exits

- (a) An external stairway or ramp may serve as a *required exit* in lieu of a fire-isolated exit serving a storey below an *effective height* of 25 m, if the stairway or ramp is—
- (i) *non-combustible* throughout; and
 - (ii) protected in accordance with (c) if it is within 6 m of, and exposed to any part of the *external wall* of the building it serves.
- (b) For the purposes of this clause—
- (i) exposure under (a)(ii), is measured in accordance with **Clause 2.1 of Specification C1.1**, as if the *exit* was a building element and the *external wall* of the building was a *fire-source feature* to the *exit*, except that the FRL required in **Clause 2.1(a)(i)** must not be less than 60/60/60; and
 - (ii) the plane formed at the construction edge or perimeter of an unenclosed building or part such as an *open-deck carpark*, *open spectator stand* or the like, is deemed to be an *external wall*; and
 - (iii) openings in an *external wall* and openings under (c) and (d), are determined in accordance with **C3.1**.
- (c) The protection referred to in (a)(ii), must adequately protect occupants using the *exit* from exposure to a fire within the building, in accordance with one of the following methods:
- (i) The part of the *external wall* of the building to which the *exit* is exposed must have—
 - (A) an FRL of not less than 60/60/60; and
 - (B) no openings less than 3 m from the *exit* (except a doorway serving the *exit* protected by a -/60/30 fire door in accordance with **C3.8(a)**); and
 - (C) any opening 3 m or more but less than 6 m from the *exit*, protected in accordance with **C3.4** and if wall wetting sprinklers are used, they are located internally.
 - (ii) The *exit* must be protected from—
 - (A) any part of the *external wall* of the building having an FRL of less than 60/60/60; and
 - (B) any openings in the *external wall*,
by the construction of a wall, roof, floor or other shielding element as appropriate in accordance with (d).
- (d) The wall, roof, floor or other shielding element *required* by (c)(ii) must—
- (i) have an FRL of not less than 60/60/60; and
 - (ii) have no openings less than 3 m from the *external wall* of the building (except a doorway serving the *exit* protected by a -/60/30 fire door in accordance with **C3.8(a)**); and
 - (iii) have any opening 3 m or more but less than 6 m from any part of the *external wall* of the building protected in accordance with **C3.4** and if wall wetting sprinklers are used, they are located on the side exposed to the *external wall*.

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D1.9 Travel by non-fire-isolated stairways or ramps

- (a) A non-fire-isolated stairway or non-fire-isolated ramp serving as a required exit must provide a continuous means of travel by its own flights and landings from every storey served to the level at which egress to a road or open space is provided.
- (b) In a Class 2, 3 or 4 building, the distance between the doorway of a room or sole-occupancy unit and the point of egress to a road or open space by way of a stairway or ramp that is not fire-isolated and is required to serve that room or sole-occupancy unit must not exceed—
 - (i) 30 m in a building of Type C construction; or
 - (ii) 60 m in all other cases.
- (c) In a Class 5, 6, 7, 8 or 9 building, the distance from any point on a floor to a point of egress to a road or open space by way of a required non-fire-isolated stairway or non-fire-isolated ramp must not exceed 80 m.
- (d) In a Class 2, 3 or 9a building, a required non-fire-isolated stairway or non-fire-isolated ramp must discharge at a point not more than—
 - (i) 15 m from a doorway providing egress to a road or open space or from a fire-isolated passageway leading to a road or open space; or
 - (ii) 30 m from one of 2 such doorways or passageways if travel to each of them from the non-fire-isolated stairway or non-fire-isolated ramp is in opposite or approximately opposite directions.
- (e) In a Class 5 to 8 or 9b building, a required non-fire-isolated stairway or non-fire-isolated ramp must discharge at a point not more than—
 - (i) 20 m from a doorway providing egress to a road or open space or from a fire-isolated passageway leading to a road or open space; or
 - (ii) 40 m from one of 2 such doorways or passageways if travel to each of them from the non-fire-isolated stairway or non-fire-isolated ramp is in opposite or approximately opposite directions.
- (f) In a Class 2 or 3 building, if 2 or more exits are required and are provided by means of internal non-fire-isolated stairways or non-fire-isolated ramps, each exit must—
 - (i) provide separate egress to a road or open space; and
 - (ii) be suitably smoke-separated from each other at the level of discharge.

D1.10 Discharge from exits

- (a) An exit must not be blocked at the point of discharge and where necessary, suitable barriers must be provided to prevent vehicles from blocking the exit, or access to it.
- (b) If a required exit leads to an open space, the path of travel to the road must have an unobstructed width throughout of not less than—
 - (i) the minimum width of the required exit; or
 - (ii) 1 m,
 whichever is the greater.
- (c) If an exit discharges to open space that is at a different level than the public road to which it is connected, the path of travel to the road must be by—

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- (i) a ramp or other incline having a gradient not steeper than 1:8 at any part, or not steeper than 1:14 if *required* by the *Deemed-to-Satisfy Provisions* of **Part D3**; or
- (ii) except if the *exit* is from a Class 9a building, a stairway complying with the *Deemed-to-Satisfy Provisions* of the BCA.
- (d) The discharge point of alternative *exits* must be located as far apart as practical.
- (e) In a Class 9b building which is an *open spectator stand* that accommodates more than 500 persons, a *required* stairway or *required* ramp must not discharge to the ground in front of the stand.

NSW D1.10(f)

- (f) In a Class 9b building containing an auditorium which accommodates more than 500 persons, not more than $\frac{2}{3}$ of the *required* width of *exits* must be located in the main entrance foyer.
- (g) The number of persons accommodated must be calculated according to **D1.13**.

D1.11 Horizontal exits

- (a) *Horizontal exits* must not be counted as *required exits*—
 - (i) between *sole-occupancy units*; or
 - (ii) in a Class 9b building used as an *early childhood centre*, primary or secondary school.
- (b) In a Class 9a *health-care building* or Class 9c building, *horizontal exits* may be counted as *required exits* if the path of travel from a *fire compartment* leads by one or more *horizontal exits* directly into another *fire compartment* which has at least one *required exit* which is not a *horizontal exit*.
- (c) In cases other than in (b), *horizontal exits* must not comprise more than half of the *required exits* from any part of a *storey* divided by a *fire wall*.
- (d) *Horizontal exits* must have a clear area on the side of the *fire wall* to which occupants are evacuating, to accommodate the total number of persons (calculated under **D1.13**) served by the *horizontal exit* of not less than—
 - (i) 2.5 m² per patient/resident in a Class 9a *health-care building* or Class 9c building; and
 - (ii) 0.5 m² per person in any other case.
- (e) Where a *fire compartment* is provided with only two *exits*, and one of those *exits* is a *horizontal exit*, the clear area *required* by (d) is to be of a size that accommodates all the occupants from the *fire compartment* being evacuated.
- (f) The clear area *required* by (d) must be connected to the *horizontal exit* by an unobstructed path that has at least the dimensions *required* for the *horizontal exit* and may include the area of the unobstructed path.

D1.12 Non-required stairways, ramps or escalators

An escalator, moving walkway or non-*required* non *fire-isolated stairway* or pedestrian ramp—

- (a) must not be used between *storeys* in—
 - (i) a *patient care area* in a Class 9a *health-care building*; or

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- (ii) a *resident use area* in a Class 9c building; and
- (b) may connect any number of *storeys* if it is—
 - (i) in an *open spectator stand* or indoor sports stadium; or
 - (ii) in a *carpark* or an *atrium*; or
 - (iii) outside a building; or
 - (iv) in a Class 5 or 6 building that is sprinklered throughout, where the escalator, walkway, stairway or ramp complies with **Specification D1.12**; and
- (c) except where permitted in (b) must not connect more than—
 - (i) 3 *storeys* if each of those *storeys* is provided with a sprinkler system complying with **Specification E1.5** throughout; or
 - (ii) 2 *storeys*,
provided that in each case, those *storeys* must be consecutive, and one of those *storeys* is situated at a level at which there is direct egress to a road or *open space*; and
- (d) except where permitted in (b) or (c), must not connect, directly or indirectly, more than 2 *storeys* at any level in a Class 5, 6, 7, 8 or 9 building and those *storeys* must be consecutive.

D1.13 Number of persons accommodated

For the purposes of the *Deemed-to-Satisfy Provisions*, the number of persons accommodated in a *storey*, room or *mezzanine* must be determined with consideration to the purpose for which it is used and the layout of the *floor area* by—

- (a) calculating the sum of the numbers obtained by dividing the *floor area* of each part of the *storey* by the number of square metres per person listed in **Table D1.13** according to the use of that part, excluding spaces set aside for—
 - (i) lifts, stairways, ramps and escalators, corridors, hallways, lobbies and the like; and
 - (ii) service ducts and the like, *sanitary compartments* or other ancillary uses; or
- (b) reference to the seating capacity in an *assembly building* or room; or
- (c) any other suitable means of assessing its capacity.

NSW Table D1.13

Table D1.13 AREA PER PERSON ACCORDING TO USE

Type of use	m ² per person
Art gallery, exhibition area, museum	4
Bar	
—bar standing	0.5
—other	1
Board room	2
Boarding house	15
Cafe, church, dining room	1
Carpark	30

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Table D1.13 AREA PER PERSON ACCORDING TO USE — continued

Type of use		m ² per person
Computer room		25
Court room	—judicial area	10
	—public seating	1
Dance floor		0.5
Dormitory		5
Early childhood centre		4
Factory—	(a) machine shop, fitting shop or like place for cutting, grading, finishing or fitting of metals or glass, except in the fabrication of structural steelwork or manufacture of vehicles or bulky products	5
	(b) areas used for fabrication and processing other than those in (a)	50
	(c) a space in which the layout and natural use of fixed plant or equipment determines the number of persons who will occupy the space during working hours	Area per person determined by the use of the plant or equipment
Gymnasium		3
Hostel, hotel, motel, guest house		15
Indoor sports stadium—arena		10
Kiosk		1
Kitchen, laboratory, laundry		10
Library	—reading space	2
	—storage space	30
Office, including one for typewriting or document copying		10
Patient care areas		10
Plant room	—ventilation, electrical or other service units	30
	—boilers or power plant	50
Reading room		2
Restaurant		1
School	—general classroom	2
	—multi-purpose hall	1
	—staff room	10
	—trade and practical area —primary	4

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Table D1.13 AREA PER PERSON ACCORDING TO USE — continued

Type of use		m ² per person
	—secondary	As for workshop
Shop	—space for sale of goods—	
	(a) at a level entered direct from the open air or any lower level	3
	(b) all other levels	5
Showroom	—display area, covered mall or arcade	5
Skating rink, based on rink area		1.5
Spectator stand, audience viewing area:		
	—standing viewing area	0.3
	—removable seating	1
	—fixed seating (number of seats)	
	—bench seating (450 mm/person)	
Storage space		30
Swimming pool, based on pool area		1.5
Switch room, transformer room		30
Telephone exchange		30
	—private	
Theatre and public hall		1
Theatre dressing room		4
Transport terminal		2
Workshop	—for maintenance staff	30
	—for manufacturing processes	As for Factory

Note: Bar standing is the area used by standing patrons and extends not less than 1.5m wide from the outside edge of the bar top for the length of the serving area of the bar.

D1.14 Measurement of distances

The nearest part of an exit means in the case of—

- a fire-isolated stairway, fire-isolated passageway, or fire-isolated ramp, the nearest part of the doorway providing access to them; and
- a non-fire-isolated stairway, the nearest part of the nearest riser; and
- a non-fire-isolated ramp, the nearest part of the junction of the floor of the ramp and the floor of the storey; and
- a doorway opening to a road or open space, the nearest part of the doorway; and
- a horizontal exit, the nearest part of the doorway.

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D1.15 Method of measurement

The following rules apply:

- (a) In the case of a room that is not a *sole-occupancy unit* in a Class 2 or 3 building or Class 4 part of a building, the distance includes the straight-line measurement from any point on the floor of the room to the nearest part of a doorway leading from it, together with the distance from that part of the doorway to the single *required exit* or point from which travel in different directions to 2 *required exits* is available.
- (b) Subject to (d), the distance from the doorway of a *sole-occupancy unit* in a Class 2 or 3 building or a Class 4 part of a building is measured in a straight line to the nearest part of the *required single exit* or point from which travel in different directions to 2 *required exits* is available.
- (c) Subject to (d), the distance between *exits* is measured in a straight line between the nearest parts of those *exits*.
- (d) Only the shortest distance is taken along a corridor, hallway, external balcony or other path of travel that curves or changes direction.
- (e) If more than one corridor, hallway, or other internal path of travel connects *required exits*, the measurement is along the path of travel through the point at which travel in different directions to those *exits* is available.
- (f) If a wall (including a demountable *internal wall*) that does not bound—
 - (i) a room; or
 - (ii) a corridor, hallway or the like,
 causes a change of direction in proceeding to a *required exit*, the distance is measured along the path of travel past that wall.
- (g) If permanent fixed seating is provided, the distance is measured along the path of travel between the rows of seats.
- (h) In the case of a *non-fire-isolated stairway* or *non-fire-isolated ramp*, the distance is measured along a line connecting the nosings of the treads, or along the slope of the ramp, together with the distance connecting those lines across any intermediate landings.

D1.16 Plant rooms, lift machine rooms and electricity network substations: Concession

- (a) A ladder may be used in lieu of a stairway to provide egress from—
 - (i) a plant room with a *floor area* of not more than 100 m²; or
 - (ii) all but one point of egress from a plant room, a lift machine room or a Class 8 *electricity network substation* with a *floor area* of not more than 200 m².
- (b) A ladder permitted under (a)—
 - (i) may form part of an *exit* provided that in the case of a *fire-isolated stairway* it is contained within the *shaft*; or
 - (ii) may discharge within a *storey* in which case it must be considered as forming part of the path of travel; and
 - (iii) for a plant room or a Class 8 *electricity network substation*, must comply with AS 1657; and

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- (iv) for a lift machine room, where access is provided from within a machine room to a secondary floor, a fixed rung type ladder complying with AS 1657 may be used, provided that—
 - (A) the height between the floors is not more than 2800 mm; and
 - (B) the ladder is inclined at an angle to the horizontal not less than 65 degrees nor more than 75 degrees; and
 - (C) the distance between the front face of the ladder and any adjacent obstruction is not less than—
 - (aa) 960 mm, where the ladder is inclined 65 degrees to the horizontal; or
 - (bb) 760 mm, where the ladder is inclined 75 degrees to the horizontal; or
 - (cc) a distance that is determined by interpolating the values in (aa) and (bb), where the ladder is inclined at any angle between 65 degrees and 75 degrees to the horizontal; and
 - (D) a clear space not less than 600 mm exists between the foot of the ladder and any equipment.

D1.17 Access to lift pits

Access to lift pits must—

- (a) where the pit depth is not more than 3 m, be through the lowest landing doors; or
- (b) where the pit depth is more than 3 m, be provided through an access doorway complying with the following:
 - (i) In lieu of **D1.6**, the doorway must be level with the pit floor and not be less than 600 mm wide by 1980 mm high clear opening, which may be reduced to 1500 mm where it is necessary to comply with (ii).
 - (ii) No part of the lift car or platform must encroach on the pit doorway entrance when the car is on a fully compressed buffer.
 - (iii) Access to the doorway must be by a stairway complying with AS 1657.
 - (iv) In lieu of **D2.21**, doors fitted to the doorway must be—
 - (A) of the horizontal sliding or outwards opening hinged type; and
 - (B) self-closing and self-locking from the outside; and
 - (C) marked on the landing side with the letters not less than 35 mm high:

**"DANGER LIFTWELL - ENTRY OF UNAUTHORIZED PERSONS
PROHIBITED - KEEP CLEAR AT ALL TIMES"**

ACT D1.101, ACT D1.102

Guidelines for special fire services and referrals to the Queensland Fire and Rescue Service

February 2013

Released under FOI Act by DE

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Scope

The scope of these guidelines is limited to providing building certifiers with guidance about special fire services as defined in Schedule 2 of the *Building Act 1975*, and the jurisdiction of referral agencies in Schedule 7, Table 1, Item 1 of the *Sustainable Planning Regulation 2009*.

Purpose of these guidelines

The purpose of these guidelines is to provide building certifiers with guidance on how to meet their responsibilities for building development applications requiring referral to the Queensland Fire and Rescue Service (QFRS) for advice. The advice is provided at the application stage of a proposed development and after relevant inspections have been carried out by the QFRS. Guidance is also provided about the role of the builder, building certifier and the QFRS in relation to inspection of special fire services.

Legal status of these guidelines

These guidelines are made under section 258 of the *Building Act 1975* which provides for guidelines to be made to help achieve compliance with the *Building Act 1975*.

Section 133A of the *Building Act 1975* requires a building certifier, in performing a function under the *Building Act 1975*, to have regard to the guidelines made under section 258 of the *Building Act 1975*.

Evidence of regard to guidelines made under the *Building Act 1975* may assist a building certifier in the event of a complaint about the performance of a building certifying function.

General legal framework for special fire services and referral to the Queensland Fire and Rescue Service

The *Sustainable Planning Act 2009* provides the legal framework for the assessment of required special fire services by the QFRS as an advice agency.

Schedule 7 of the *Sustainable Planning Regulation 2009* requires building work (containing special fire services, or alternative solutions involving a fire safety system) that is assessable against the *Building Act 1975* or the subject of a development application, to be referred to the QFRS for advice.

The advice provided by the QFRS is restricted to those matters set out in the *Sustainable Planning Regulation 2009*. These matters include advice for fire safety systems in buildings that require special fire services set out in Schedule 8 of the *Sustainable Planning Regulation 2009*. It also includes an alternative solution assessed against the performance requirements of the Building Code of Australia, Volume 1, or the Queensland Development Code, Part 2.2 – Fire safety in residential care buildings, for the fire safety system.

The QFRS is also the referral agency for a building development application which includes an alternative solution assessed against relevant performance requirements of the Building Code of Australia or Queensland Development Code Part 2.3 – *Fire safety in existing residential care buildings (pre-1 June 2007)*.

Schedule 7 of the *Sustainable Planning Regulation 2009* provides that building development applications are required to be referred to the QFRS for advice when a building development application involves the following:

A **fire safety system** for a building if the building work:

- requires special fire services mentioned in Schedule 8, Part 1; or
- includes an alternative solution assessed against the performance requirements of the Building Code of Australia Volume 1, or the Queensland Development Code MP 2.2, for the fire safety system; or
- includes an alternative solution assessed against the relevant performance requirements or the performance criteria in Queensland Development Code MP 2.3, for the fire safety system.

The meaning of 'special fire service' is in Schedule 2 of the *Building Act 1975* and 'fire safety system' is defined in Part A1 the Building Code of Australia.

Appeal mechanisms for advice agencies, the building certifier and any other relevant person are outlined in sections 528 and 532 of the *Sustainable Planning Act 2009*.

Background

Commercial buildings and certain residential buildings are likely to include fire safety systems that involve a special fire service as defined under the *Building Act 1975*. The building certifier is responsible for ensuring relevant building work containing special fire services has been referred to the QFRS for advice. Building certifiers must ensure that QFRS advice has been obtained on an alternative solution involving a fire safety system prior to deciding a development application.

These guidelines are intended to assist with the interpretation of the term 'special fire service' and explain the link between the terms in the Building Code of Australia and the *Building Act 1975* for a 'special fire service'. It will also assist with the identification of the elements making up a special fire service to foster a more consistent approach for referral to the QFRS for advice.

The Building Code of Australia sets out a broad range of requirements that determine what fire safety systems are required to be incorporated into different buildings. The term 'fire safety system' as defined in the Building Code of Australia encompasses combinations of interrelating building features that enhance the fire safety of the building, including both active and passive systems.

The QFRS has an interest in checking the proposed installation detail of special fire services to ensure the services can be effectively used for fire-fighting and operational needs when QFRS officers attend a fire-related emergency in a building. If special fire services are not installed with the practicality of the operational uses in mind, the response by the QFRS to an emergency situation may be adversely affected. Therefore, the role of the QFRS as an advice agency on special fire services is important as it relates directly to its operational requirements.

For example, a fire safety system that includes a special fire service such as fire detection and alarm systems has specific elements the QFRS operates in emergency situations.

The referral jurisdiction under Schedule 8 of the *Sustainable Planning Regulation 2009* for these systems includes such matters as the location and operation of the main fire indicator panel, sub-indicator panels, mimic panels etc. The QFRS is the most appropriate agency to advise on the practical use of these installations.

Another example of a fire safety system included in Schedule 8 of the *Sustainable Planning Regulation 2009* as a special fire service is vehicular access for large isolated buildings. QFRS advice would establish that such matters as turning circles, surface materials, gradients and obstacles etc., are suitable for, or do not impinge on, their operational needs. If they are not suitable, the advice from the QFRS may recommend that conditions be imposed which facilitate suitable alternatives to that proposed under the building development application.

Fire safety systems and special fire services

What is a fire safety system?

The Building Code of Australia defines a fire safety system as follows:

Fire safety system means one or any combination of the methods used in a building to:

- warn people of an emergency; or
- provide for safe evacuation; or
- restrict the spread of fire; or
- extinguish a fire

and includes both active and passive systems.

This definition covers the full range of systems that may be used under the performance provisions of the Building Code of Australia. For example, a method used to restrict the spread of fire can include an active system such as sprinklers or a passive system incorporating fire-rated construction. These methods can also be used in combination with methods for controlling smoke generated from a fire. In this context, fire safety systems in the Building Code of Australia combine to provide a safe environment for building occupants, assist to facilitate fire brigade intervention and incorporate specific measures that are the actual special fire services.

The management of smoke to restrict the spread of fire can include systems that rely on mechanical or natural ventilation. Both these types of systems have specific 'deemed to satisfy' provisions in the Building Code of Australia. They are also integral to the achievement of the goals of the Building Code of Australia in relation to fire safety. Consequently, the *Building Act 1975* categorises them as special fire services and the *Sustainable Planning Act 2009* requires referral to the QFRS as an advice agency for advice about how they are to be used in practice.

Another example of a fire safety system includes a method used to evacuate people from a building in the event of an emergency. Paths of travel to a required exit provide for safe evacuation. Other interrelated systems include door swing, door hardware, emergency lighting, exit signs and in many cases fire detection and alarm systems. In this case, the *Building Act 1975* defines fire detection and alarm systems as a special fire service because they are part of the system that the QFRS routinely uses in its operational role.

What is a special fire service?

Special fire services are the items set out in Schedule 2 of the *Building Act 1975*. The items may include a number of sub-categories. This means there is scope to consider different types of systems that may be covered by one particular special fire service.

For example, the special fire service described as air handling systems for smoke control can include smoke extraction made up of an air purge or zone pressurisation system. The corresponding jurisdiction for smoke control systems (*Sustainable Planning Regulation 2009* Schedule 8, Part 2) requires the QFRS to assess and provide advice on the achievement of specified outcomes of the system.

In another example, the sub-categories for smoke and heat venting systems can include both mechanical and natural ventilation systems. For mechanical ventilation systems, the specified performance outcomes are contained in both the Building Code of Australia and referenced standards such as Australian Standard 1668.1:1998 – The use of ventilation and airconditioning in buildings – Fire and smoke control in multi-compartment buildings.

The specified outcomes for natural smoke venting systems in large isolated buildings set out in Building Code of Australia table E2.2a, are contained in the performance requirements of Part E2. Natural smoke venting systems are permitted to include low level openings that are readily openable. These elements of the system may require operation by the QFRS at the time of an emergency response dealing with fire such as either opening or closing the venting systems in a smoke filled environment. In these cases, advice by the QFRS is vital to ensure its operational needs are met.

In contrast, the same system with permanent openings would not require referral to the QFRS for advice because there is nothing the fire service needs to do to make them function as they are a passive system that would not be used operationally during a fire. However, if the passive venting system was being proposed as an alternative solution, then QFRS advice should be sought to ensure the solution does not have any other unintended impacts on fire fighting operations.

The responsibility for ensuring the proper compliance and function of smoke ventilation systems incorporating permanent openings rests with the building certifier. These types of systems must perform irrespective of any intervention by fire service personnel.

The roles of Queensland Fire and Rescue Service

Role of a building certifier in the referral process

Generally, the role of an appropriately licensed building certifier includes assessing a building development application for compliance against the building assessment provisions set out in the *Building Act 1975*. After an assessment, the building certifier may decide to grant or refuse the building development application.

If building work involves a special fire service or alternative solution for a fire safety system, the building development application must be referred to the QFRS for advice. The applicant for the building work is responsible for ensuring the referral is made, however building certifiers can lodge the referral application on their behalf. If a building development application requires referral to the QFRS for advice, a building certifier must consider any advice or recommendations made by the QFRS before making a decision about the application.

After considering the advice or any recommendations received, a building certifier may decide to approve, approve with conditions or refuse the building development application. If approved, a copy of the decision notice must be provided to the QFRS within five business days after the day the decision is made.

Although the QFRS may have provided advice or recommendations about a referred building development application, the building certifier is responsible for approval of the systems involving the special fire services or fire safety systems included in an alternative solution.

Role of the Queensland Fire and Rescue Service in the referral process

The role of the QFRS as a referral agency is to provide advice about building development applications involving special fire services or fire safety systems as part of an alternative solution.

As an advice agency, the QFRS can make recommendations to an assessment manager for a building development approval. The QFRS can recommend the application be refused, that conditions should attach to the approval or that any approval should be a preliminary approval only.

The QFRS can also recommend that any approval should be for only part of an approval. Alternatively, the QFRS can advise that it has no recommendations.

Role of the builder

The builder plays an important role in the construction process involving fire safety systems within the building. Generally the builder will have control of the coordination of fire safety systems and when they are at a stage that is suitable for inspection.

The primary role of the builder with respect to special fire services is calling for and coordinating inspections by the QFRS. Under section 38 of the *Building Regulation 2006* the builder must give a notice to inspect, to both the QFRS and building certifier, when relevant special fire services are completed.

More details about the builder's role and the inspection of special fire services is set out under the heading 'Inspection of special fire services by the QFRS' in these guidelines.

Alternative solutions and referral to the Queensland Fire and Rescue Service for advice

With continual advances in material and systems technology influencing building design, the use of alternative solutions is becoming more prevalent. Although an alternative solution can be developed for almost any provision in the Building Code of Australia, the most commonly used performance provisions relate to fire safety.

Alternative solutions for building work can be assessed against performance provisions of the Building Code of Australia, (Volume 1) or the performance criteria of Queensland Development Code Parts 2.2 and 2.3. It is important to note that Schedule 7 of the *Sustainable Planning Regulation 2009* only covers building work including an alternative solution for a fire safety system. The fire safety system included in an alternative solution may or may not incorporate special fire services, however referral to the QFRS for advice is still required.

The jurisdiction for the QFRS to provide advice on alternative solutions includes the provisions of Chapters 3 and 4 of the *Building Act 1975*.

Chapter 3 of the *Building Act 1975* sets out the requirements for supporting documents for a building development application. If an alternative solution is used specific information is required about how performance provisions are complied with and how the solution differs from 'deemed to satisfy' provisions of the Building Code of Australia or Queensland Development Code. This will be the information the QFRS base their advice and recommendations upon.

Chapter 4 of the *Building Act 1975* sets out the processes for the assessment of building development applications and the laws under which building work must be assessed. It also provides for conditions that must be imposed on a building development application relating to the inspection of special fire services by the QFRS.

Appendix 1, Example 1, provides an example of an application involving building work that includes an alternative solution for a fire safety system.

Inspection of special fire services by the Queensland Fire and Rescue Service

Building work referred to the QFRS for advice about special fire services will require those services to be inspected.

The QFRS may receive a notice to inspect under a condition imposed by either section 74 of the *Building Act 1975* or section 38 of the *Building Regulation 2006*.

(Refer to *Guidelines for inspection of class 2 to 9 buildings* under the headings 'Inspection schedule – low-risk level and high-risk level').

Section 74 of the *Building Act 1975* - Inspection and testing of special fire service installation

Section 74 of the *Building Act 1975* requires a person who installs a special fire service to notify the QFRS at two stages of installation.

The first stage is while the installation of the service is being carried out but before it is finished. The second stage is after the installation of the service but before interior surface finishes are applied. The person installing the services is also required to notify the assessment manager for the building development approval.

Section 74 of the *Building Act 1975* gives the QFRS the right to inspect and test special fire services if the building is served by special fire services. However, section 74 does not prevent a building certifier imposing specific conditions about the testing and inspection of special fire services.

For example, a building certifier may consider there is a need to test and inspect external special fire services such as hydrant systems or open spaces for vehicular access associated with large isolated buildings. The testing and inspection of these services may be at a different time to that of systems contained within the building such as fire detection and alarm systems.

Section 38 of the *Building Regulation 2006* – Notice to referral agency to inspect

Section 38 of the *Building Regulation 2006* does not apply if the condition is imposed under section 74 of the *Building Act 1975*. Section 74 of the *Building Act 1975* sets out a condition that is taken to be imposed on a building development approval for the QFRS to inspect building work about a special fire service.

A building certifier may also choose to place a condition on a building development approval about other aspects relating to a fire safety system that is not a special fire service. For example, a building development application may be the subject of an alternative solution involving extended travel distances. Due to the alternative solution, the building certifier may choose to place a condition on the building development approval that the QFRS inspect delineated egress paths. This may be for the purpose of establishing that it meets their operational needs in regard to fire fighter intervention.

Under section 38, the builder must give the referral agency a notice to inspect the building work when, under the building development approval, the referral agency aspects are at a stage at which they must be inspected by the agency. The builder is also required to give a copy of the notice to the building certifier when it is given to the referral agency.

Section 39 of the *Building Regulation 2006* applies if the referral agency receives a notice to inspect under section 38 or a notice to inspect the installation of, or test, a special fire service under section 74 of the *Building Act 1975*.

The QFRS may decide, upon receiving a notice, whether or not to inspect the building work, or inspect or test the special fire service, to check the referral agency aspects comply with the building development approval.

If the QFRS decides not to inspect the building work, or inspect or test the special fire service, they must notify their decision to the builder and building certifier within five business days after receiving the notice.

If the QFRS decides to inspect the work, or inspect or test the service, then within 15 business days after receiving the notice under section 39, the QFRS must:

- conduct the inspection or test the work; and
- give the builder and the building certifier a notice stating the referral agency aspects comply with the building development approval or do not comply with the approval and the reasons why.

Section 40 of the *Building Regulation 2006* provides that a building certifier must accept and act on the notice given by the QFRS about the testing and inspection of aspects relating to their assessment advice unless the building certifier decides to disagree with the decision in the notice.

In this situation, the building certifier must, within five business days after receiving the notice, give the referral agency an information notice about the decision.

QFRS may appeal against the decision of the building certifier to a building and development dispute resolution committee. An appeal must be started within 20 business days after being given the building certifier's notice of the decision (refer to section 532 of the *Sustainable Planning Act 2009*).

Legislative requirements and the referral process

Under the provisions of the *Building Act 1975* all building work is assessable unless it is exempt or self-assessable. Therefore, all assessable building work must comply with the building assessment provisions of the *Building Act 1975*, which include the Building Codes Australia.

As discussed above, the *Sustainable Planning Act 2009* requires certain aspects of some building development applications to be referred to advice agencies for assessment and response. Where a building development application for building work involves fire safety systems that include a special fire service, it must be referred to the QFRS for advice.

Diagram 1 explains the process of referral to the QFRS for building work that involves a fire safety system containing special fire services.

Diagram 1



Building certifiers are responsible for assessing proposed building work against the Building Code of Australia and determining the extent of any fire safety systems. A fire safety system can include building solutions that meet the 'deemed to satisfy' provisions of the Building Code of Australia or alternative solutions or a combination of both.

Where the assessment of a building development application establishes there is a fire safety system, the building certifier must determine if it includes a special fire service (see **Appendix 1, Example 2**).

When a special fire service has been identified, the building certifier must refer that part of the building development application to the QFRS for assessment and advice. *Sustainable Planning Regulation 2009* Schedule 7, Table 1, established the QFRS as an advice agency and describes the extent of its jurisdiction when assessing and providing advice on a particular special fire service.

The QFRS is only permitted to provide assessment and advice to the extent set out in *Sustainable Planning Regulation 2009* Schedule 8, Part 2 (see **Appendix 1, Example 2**).

Section 291 of the *Sustainable Planning Act 2009* applies if the QFRS wants the building certifier to consider its advice or recommendations. The QFRS must provide a response within 15 days as set out in the *Sustainable Planning Regulation 2009* Schedule 15. Section 292 of the *Sustainable Planning Act 2009* allows the QFRS to make a recommendation to the building certifier about the assessment it has made under its jurisdiction. The recommendation may include advice about conditions that should be attached to the building certifier's approval or, in some cases, that the application should be refused.

Section 62 of the *Building Act 1975* requires that a building certifier must not approve a building development application unless section 313(3) (a)* of the *Sustainable Planning Act 2009* has been complied with. Section 313(3)(a) of the *Sustainable Planning Act 2009* requires a building certifier to consider any advice agency recommendations.

* Section 313(3) (a) of *Sustainable Planning Act 2009* refers to 'common material' which is defined in schedule 3 of *Sustainable Planning Act 2009*.

Advice agency appeal process

The QFRS, as an advice agency, has the ability to appeal at two stages throughout the building development approval process. The first stage is after the building certifier has issued a decision notice and provided it to the QFRS. The second stage is after the QFRS has received an information notice from a building certifier stating that he or she does not agree with the inspection advice about special fire services.

Decision stage

If a building development application includes a special fire service or is the subject of an alternative solution the QFRS, upon referral, must provide advice to the building certifier. Section 62 of the *Building Act 1975* requires the building certifier to consider advice from a referral agency.

Section 334 of the *Sustainable Planning Act 2009* requires a building certifier to provide the QFRS with a copy of the decision notice for a building development approval within five business days after the day the decision was made.

Under section 528 of *Sustainable Planning Act 2009* the QFRS can appeal decisions to a building and development committee about the giving of the development approval if the development application involves special fire services and alternative solutions. The appeal must be started within 10 business days after the decision notice or negotiated decision notice is given to QFRS by the building certifier.

Inspection stage

The provisions in the *Building Regulation 2006* in Part 6, Division 2 set out the inspection process for the QFRS as a referral agency.

Section 40 of the *Building Regulation 2006* requires a building certifier to accept and act on a notice given by the QFRS about an inspection of special fire services. However, a building certifier may not agree with the inspection advice provided by the QFRS. In this case, the building certifier is required to give the QFRS an information notice about the decision within five days after receiving the advice.

Section 532 of the *Sustainable Planning Act 2009* allows the QFRS to appeal to a building and development committee about the decision not to agree with the inspection advice. The QFRS has 20 business days to start an appeal to a building and development committee after the day they are given notice of the decision.

Appendix 1

Example 1

A building development application is made for the proposed construction of a multi-level residential building less than 25 metres in effective height and containing several units. There is one central fire-isolated stairway serving as the only required fire exit. The distance from the entrance doors to some of the units exceeds the maximum six metres to the fire exit as set out under the provisions of Part D of the Building Code of Australia.

An alternative solution is formulated to address the travel distance in excess of six metres to the fire exit. As part of the alternative solution, an increase in the number of smoke detectors to the path of travel to the fire exit is incorporated. Further to this, quick response sprinklers are used as part of the solution to enhance the evacuation strategy for occupants.

Prescribing the maximum distance occupants have to travel to reach an exit and enhancing other fire safety systems is a method used in a building to provide for the safe evacuation of occupants. Therefore, the alternative solution, including extended travel distances, falls within the definition of a fire safety system and must be referred to the QFRS for advice.

The advice QFRS provides relates only to the elements of the alternative solution for the fire safety system. This will include the special fire services and the evacuation route that includes the continuous path of travel from within the residential unit to a place of safety.

In this example the special fire services referred to the QFRS for assessment and advice include the sprinkler, stairwell pressurisation and fire detection and alarm systems. These systems are identified in the *Sustainable Planning Regulation 2009*, Schedule 8, Part 1, (items 5, 13 and 14).

In summary, section 292 of the *Sustainable Planning Regulation 2009* states an advice agency may, within the limits of the advice agency's jurisdiction, make recommendations to a building certifier about any aspect of special fire services in an application. *Sustainable Planning Regulation 2009*, Schedule 8, Part 2, sets out precisely the referral jurisdiction of the QFRS as an advice agency. Therefore, it is important to note section 292 of *Sustainable Planning Regulation 2009* clarifies that the advice agency can provide recommendations, but they must be within the advice agency's jurisdiction.

In the above example, the matters QFRS may make recommendations about to the fire detection and alarm system including the achievement of specified performance of the system, location and operation of main fire indicator panels, suitability of nominated types of detection in all areas and the location of manual call points.

Similarly, for the sprinkler system, the QFRS may make recommendations about specific matters. These include the operation of a direct fire service alarm and location of directional signs and valve rooms, operation of pump-set controls and the location of valve rooms, pump-sets, water alarms and booster points. In this case, the advice agency's jurisdiction does not extend to matters such as the location of sprinkler heads, size and location of primary and range pipes and integrated substrates for wall wetting configurations.

For stairwell pressurisation systems, the advice agency's jurisdiction includes recommendations about achievement of the performance of the system, suitability of detector operation of stairwell pressurisation and the suitability of operational controls.

Example 2

A building development approval is made for the proposed construction of a multi-level residential building and basement carpark. The residential portion of the building will contain fire-isolated stairs that are required to be pressurised. The paths of travel to the exits from each floor level comply with the maximum travel distances set out in the Building Code Australia.

The building certifier for the project has identified the paths of travel to the fire-isolated stairs and the stairs themselves to be part of a method to provide safe evacuation. In addition, the building contains fire detection and alarm systems, emergency lighting and exit signs and a sprinkler system throughout.

The building certifier has established that these elements combine to warn people of an emergency and provide for safe evacuation. The building certifier's assessment confirms these to be a fire safety system as defined in the Building Code Australia. The building certifier further considers the sprinkler, stairwell pressurisation and fire detection and alarm systems (as sub-categories of the fire safety system) are special fire services according to the definition in the *Building Act 1975*.

The paths of travel and stair construction, while forming part of the fire safety system, meet the 'deemed to satisfy' provisions of the Building Code Australia and are not considered by the building certifier to be special fire services. Therefore the only matters referred to the QFRS for assessment and advice relates to the sprinkler, stairwell pressurisation and fire detection and alarm systems.